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ABSTRACT

Guidance in education is the presentation of knowledge, information, and/or advice to individuals or groups in a structured way so as to provide sufficient material upon which they may base choices or decisions. Counseling in education may be described as the interaction developing through the relationship between a counselor and a person in a temporary state of indecision, confusion, or distress that helps that person to make his/her own decisions and choices, to resolve the confusion or cope with the distress in a personally realistic and meaningful way. Generally, the need for educational and vocational guidance is accepted throughout the world; however, guidance programs in various countries vary according to economic and political conditions and levels of educational and philosophical concepts. Following two papers that present background information on the development of educational and vocational guidance and the ethics of such guidance, this document presents case studies of educational and vocational guidance programs in 12 countries. Those countries are the Arab states, West Germany, Great Britain, Greece, India, Mexico, the Netherlands, Norway, Poland, Rumania, the United States, and Venezuela. Such information as preparation of staff, types of programs, guidance and counseling techniques, and administration of the programs are included for each country. (KC)

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# THE FORMS, METHODS AND TECHNIQUES OF VOCATIONAL AND EDUCATIONAL GUIDANCE: INTERNATIONAL CASE STUDIES

edited by H.Z. Hoxter

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# PREFACE

It is inevitable, as our evidence shows, that guidance programmes in various countries will vary according to economic and political conditions, levels of educational development in a complex association with ethical and philosophical concepts. It is clear also from the submissions that there is a general acceptance of the need for educational and vocational guidance; that as an integral part of any education system, there should be some provision of guidance to prepare young people for 'the world of work' and for the decisions they will have to make regarding their future in society. There is no general consensus of opinion on what form this 'guidance' should take in practice.

Basically 'guidance' in education is the presentation of knowledge, information and/or advice to individuals or groups in a structured way so as to provide sufficient material upon which they may base choice or decisions. Counselling in education may be described as the interaction developing through the relationship between a counsellor and a person in a temporary state of indecision, confusion, or distress, which helps that individual to make his own decisions and choices, to resolve his confusion or cope with his distress in a personally realistic and meaningful way, having consideration for his emotional and practical needs and for the likely consequences of his behaviour.

It is not within the scope of this paper to engage upon a discussion of the various aspects and attributes of either 'guidance' or 'counselling' as concepts. What is intended is to stress that there may be more than semantic confusion between the terms when people from varying cultures are asked to describe the objectives and provision of 'educational and vocational guidance' in their respective countries. What is evident from the submission is that various countries, given perhaps discrepancies in definition between what is 'counselling' as related to aims, attitudes and methods do engage in vocational and educational guidance to varying extents. The only common point of reference of the various contributions is that each country does provide some form of 'guidance'. The forms this guidance take; the programmes adopted; the techniques used; the level of control by authorities and conversely the lack of interference by government in voluntary activity in the sphere of guidance; the quality of training for guidance personnel; the application of, for example, psychometric testing; the availability and uniformity of service all vary substantially from country to country and culture to culture.

Provisions cover one or all of the following - allowing for problems of definition:-

(a) Career information;

(b) Information on the provision of courses and scope of further and higher education opportunities;

(c) Educational guidance;

(d) Vocational guidance;

(e) Careers Education Programmes;

(f) Psychological testing;

(g) Personal counselling.

What will become clear in the following submissions is that although some practices and techniques of guidance have been in existence for as long as 50 years, educational and vocational guidance, on a world basis, is in a nascent form compared with general public education. Consequently guidance suffers, to varying degrees, from lack of acceptance both by teachers and controlling authorities within traditional educational systems, a lack of a solid theoretical base, a lack of funding for comprehensive programmes, inadequate training facilities, differing levels of availability, a lack of uniformity of service, as well as a lack of organised structure and control. To sum up, the aim of this paper will not be to offer a survey of comprehensive guidance programmes accepted, consolidated, facilitated and being provided in a world context. What will emerge, apart from evidence of disparity in, and lack of, provision of educational and vocational guidance, will be some examples of good practice and at least a general feeling that, in spirit, the broad concept of guidance for young people is being gradually accepted as a basic need.

Prof. H.Z. Hoxter

## BACKGROUND TO THE DEVELOPMENT OF EDUCATIONAL AND VOCATIONAL GUIDANCE

The demand and need for educational and vocational guidance have been obvious to parents, educators, employers and social workers over the period of the past eighty years, both in developing and industrial countries. However, the application of educational and vocational guidance has greatly varied from one country to another and its effectiveness has ranged from considerable usefulness in some areas to almost complete wastefulness in others. Many youth and community workers concerned with increasingly large groups of unemployed young adults have become conscious of their lack of knowledge of guidance and counselling skills and techniques to assist them in important aspects of their task of providing support for their clients in planning their educational and vocational future, their rehabilitative and training programmes. Amongst social workers and teachers responsible for the resettlement of refugees, the care of migrants and other educationally, socially and vocationally deprived groups, only a small number had been able to secure training which might have enabled them to offer educational and vocational guidance to the young members of these minority groups, greatly in need of skilled counselling. These factors became particularly apparent in the case of the delinquent, deprived and emotionally disturbed youth of the post-war period. Upon the initiative of the Education and Reconstruction Section of UNESCO, an enquiry was undertaken into the care of homeless and handicapped children in residential establishments. Visits of observation to children's homes, villages and institutions showed up the educational, psychological and vocational problems of boys and girls deprived of their own home.

The great majority of their educators were inspired by feelings of genuine concern for their charges. Their decisions as to the individual child's potential educational and vocational development and future were often inadequately based and were not always accompanied by a methodical evaluation of the child's abilities, a knowledge of the occupational opportunities and of the requirements of available employment. It was disappointing to find that some adults - responsible for large groups of handicapped children - had not given sufficient thought to the need of providing programmes of educational and vocational orientation and were not equipped by experience and training to give the necessary help.

In consequence, UNESCO took the initiative in bringing together the heads of Children's Communities and Homes on an international basis. UNESCO invited the late Professor Rey, the Educational and Vocational Guidance Specialist of the Geneva Institute of Educational Science, to become a consultant. He convinced the group that trained specialists were required to carry out this highly responsible, professional work. He made it clear that little development could be expected without an adequate level of training to attract the right type of professional worker into this field; he exposed the need for research in guidance and counselling, for adequate literature and, in particular, text books of a level suitable for taining purposes; and showed the need for a lively, adaptable open-minded attitude in the men and women taking up this work.

Arising from this early initiative on the part of UNESCO and with the active encouragement of the organisation, the first International Consultation on Educational and Vocational Guidance was convened in August 1951. The meeting took place in the International Children's Centre in Paris. The results of this original meeting have been important in many ways. The guidance and counselling movement has proved successful in drawing attention to the increasing need of educational and vocational guidance for young people and adults alike.

Enlightened Governments and local Authorities will now encourage Educational and Vocational Guidance Advisers to acquire or to strengthen their professional skill by post-graduate studies. Educational and

Vocational guidance is becoming increasingly accepted as an essential phase preceding educational and vocational decisions, and applicable in particular to the concept of life-long learning.

It should here be stated that whilst the contributions to this report show the diversity of national provision of guidance and counselling, educational and vocational, and show that the services referred to are, in fact, not comparable, nevertheless they have a common denominator in as much as they demonstrate implicitly a commitment to the principle of life-long learning. It must also be explicitly stated here that the rapidly increasing acceptance of the principle of life-long learning has provided the guidance and counselling movement with a most outstanding opportunity to contribute constructively and dynamically to the application of the principle, both qualitatively and in depth, since guidance has a most important and valuable contribution to make at all points of educational decisions having occupational relevance. Life-long learning has quickly become **a popular concept and suggests at** least two areas of study: a fresh examination of learning in adulthood; and a profound consideration of what constitutes "learning" itself.

In a recent article in KAPPAN, (x) the author, Norman D. Kurland, makes certain assumptions which many people familiar with adult learning probably share, namely that:

a) ... 'throughout our adult lives we continue to learn without any deliberate intention and any deliberate learning is self-initiated and self-directed.'

b) ...'when we do try to educate, sometimes no discernible learning occurs and often the outcomes are not what is desired or intended'.

c) Education can help smooth the transitions inherent in self development.

d) Society is no longer stable and is not the same as when we (adults) were formally schooled.

e) 'We know that the rate of growth in knowledge makes impossible the accumulation in youth of intellectual capital that will serve through life without being replenished.'

f) 'We know, in any case, that it is not just the content of what we learn but the skills and attitudes that are important, and these are never learned once and for all; they develop continuously in response to changing life circumstances.'

g) 'We know that millions of adults enjoy learning, participate actively in a tremendous array of formal and informal learning activities, and spend their own money to do so.'

From these assumptions the author concludes that 'the time has come for a national strategy for education that takes into account the learning needs of people of all ages'.

Objectives of life-long learning may take account of the following assertions:

1) 'Under a system of life-long learning successes or failure in schooling would be less dramatic and decisive';
2) '.... a life-long learning strategy .... leaves the doors of opportunity open for much longer ....';
3) Life-long learning strategy relates to both manpower needs and the related better use of educational resources.

The principle of life-long learning has offered the educational and vocational guidance movement both a considerable challenge and a splended opportunity to facilitate and generate educational, personal, social and vocational development of children, youth and adults throughout the world.

H.J. Blackham

# THE ETHICS OF EDUCATIONAL AND VOCATIONAL GUIDANCE

## The professional contract

Probably most people would accept the 'golden rule', at least in its negative formulation, which says: 'Do not do to another what you would not like done to yourself'. But to say that this general acceptance makes the rule a universal moral obligation, or that my dislike of suffering an injury requires me not to inflict it on another, on pain of self-contradiction, raises difficult questions of language and logic which have not yet been settled after more than two thousand years of discussion and controversy. But practical ethics, or commonsense morality, starts with such generally accepted principles, and is concerned with their application; practical questions are raised, leaving aside the theoretical difficulties that would put the principles themselves in question. Not why ought I, or on what conditions ought I, to trust another as myself, but, given this rule, how does it help me to settle what I ought to do in this case where there is a conflict of interests and some injury is inevitable? The ethics of guidance belongs to this domain of applied ethics, which assumes that there are generally acceptable moral obligations, such as promise-keeping and justice, and such virtues as loyalty and moral courage, and such fundamentals as self-knowledge and duty.

The counsellor engaged in educational and vocational guidance, however, is not himself looking for ethical guidance in the first place; he is professionally commissioned and trained; he is not at a loss, and what he has undertaken is a corporate responsibility in which he shares, but which is not primarily his. A profession is virtually under contract with society to provide a service and to assure a minimum standard of performance. In order that it may answer for its members and their performance, a profession has to institutionalise their behaviour, select them and teach them the knowledge and skills they need for the work they have undertaken, and regulate their conduct by disciplinary procedures. The accountability to society may be formal and statutory, as in the case of the medical profession. What a profession undertakes responsibility for is the competence of its service, the professional competence of its members, anundertaking to meet legitimate expectations, to deliver the goods. This corporate good faith, promise-keeping, is assumed to be ethically binding, a moral obligation which society is entitled to count on, and which in turn entitles the profession to recognition and perhaps certain rights or privileges. As in any contract or quasi-contract, there is reciprocity, mutual benefit.

Counselling or guidance, like medicine, is one of the caring or helping professions, which have enjoyed an ethical status not claimed by professions that are not occupied in helping people individually. Hence the assumption that nurses, doctors, and others in these professions would put the interests of their patients first, at whatever cost to themselves; and hence the public shock at first when workers in these professions showed themselves as ready as others to withhold their labour to gain their personal ends; in other words, to behave like a trade union. A profession is a corporate pledge to the public; a trade union pledges its members to act jointly and support each other in protecting and furthering their common interest. The ethical distinction between a helping profession and, say, engineering, which also benefits the public, is blurred or has faded with the tendency of all occupational groups to put solidarity in defence of their common interest first, to be assimilated to the trade union model. At the same time, that model is itself in question, and due for changes to meet the different economic conditions of today. The older ethical status of the helping professions, meanwhile, looks dubious in the light of this questioning of assumptions and breaking of taboos.

## Responsibility for guidance

Counselling in general, of which educational and vocational guidance is a particular application, is a professional type of service, which, although developing rapidly, is loosely and locally organised and has only the makings of a recognised profession. Since counselling takes place in different settings and connections and is sponsored for different purposes by different agencies, including other professions, it can hardly be itself a unitary fully independent profession. Yet it does provide a distinctive service, and has recognised common principles and rules of practice, as well as training courses, and associations and journals for particular forms of practice. Those who offer counselling are not individuals working on their own, and although they are not members of an established profession with statutory responsibility, they usually have had some training, have the on-going support or supervision of colleagues, and are employed by or responsible to some sponsoring agency. In these respects there is a quasi-contract; they are offered a service with competent performance assured to some extent by the way in which it is organised; there is rudimentary professional responsibility. Unless there is an acceptable level of organised competence on these lines, it is not ethical to offer counselling; that is, it is not fair to the customer. Counselling, in general, is to this extent professional, primarily a corporate not an individual undertaking. A counsellor is one who has been selected as suited for the work, has been trained, has qualified, and has the support and resources of colleagues. For this to be possible, there must be some collective responsibility, systematic arrangements, instituted procedures, authority and discipline, the makings of a profession answerable to the public.[1]

Educational and vocational guidance has developed as rapidly in the past decade as any form of counselling, promoted by a professional organisation of the service. Insofar as it is practised in schools, its practitioners, like school counsellors, are on the staff as teachers. They are members of an older profession and share their conditions of employment and discipline. The work of educational and vocational guidance differs from the work of a class teacher or a subject teacher in that it is concerned with the whole child and with the past and future of the child, his school career and life prospects and possibilities, not merely with his progress in learning a particular subject. The child's personal and social development used to be left more or less to take care of itself, or had only the casual and marginal attention of some teachers; and the vocational aspect was taken care of by an external service engaged in the job-placement of early leavers. Now it is recognised that there are definable phases in the normal development of a maturing individual, with appropriate tasks and attainments, and that these phases can be more successfully accomplished if at school there is some helpful curricular provision and teachers with special knowledge and skills.

Additionally, in the complex and bewildering situation of a large school, a pupil needs help in making the most of the educational opportunities and resources available to him. Developmental counselling is thus an on-going task with each pupil over the whole period of schooling, whereas a school counsellor is more likely to be occupied with pupils who have been referred or who have referred themselves because of a particular problem. However, all the staff are colleagues engaged together in doing their best for their pupils in the way in which they have been professionally trained, so that the success of any one of them depends upon collaboration, and any exclusive 'professionalism' is self-defeating.

## The practitioner

Earlier, it was said that the counsellor engaged in guidance is not himself looking for ethical guidance in the first place, because he is professionally commissioned and trained. He knows what he is about and how to go about it. His competence to do what he offers to do is 'given' with his official qualification and appointment. Formally it is so, but his professional qualification should be confirmed by personal validation. He has been selected, he has been trained, he has passed the tests, therefore he is competent. But is he so, truly and necessarily? Does he himself, knowing so much more about the job than he did when he applied to be considered for it, nowthink that he has what it takes? What are his strengths and his weaknesses for the work? Ought he go on with it? A personal decision of this kind is sooner or later called for. Self-validation of personal competence completes formal responsibility to himself for what he does professionally and is no longer merely doing what he has been trained to do as an agent of the responsible body. The assumption of responsibility to oneself for what one does is ethical maturity, and when this includes what one does professionally, it can be said to be professional maturity. The self-judgement of an ethically mature person is what is meant by 'conscience'.

What the profession is responsible for, and what the practitioner is personally responsible for in carrying out the promise implicit in the professional service, is, as has been said, the practitioner's competence, his ability to do the job, to satisfy legitimate expectations of his clients and of colleagues to whom he is responsible, and ultimately of the public. Some examination of the concept of 'competence' is in place here, with special reference to educational and vocational guidance.

Any established profession is informed by generations of experience which is embodied in the training laid down: the student is made acquainted with the knowledge he will need and is practised in the skills required, and certain procedures and rules of conduct are installed, and perhaps certain time-honoured maxims imbibed. When he passes the test and is qualified he is deemed competent to carry on as others have done. The requirements for competence are technical, not ethical, and vary with the profession. The requirement of competence is ethical, in the sense that it is the ability to carry out the promise implied in the professional service. It was said above that this competence which is formally validated by the professional qualification has to be self-validated by the practitioner before it is ethically valid, that is, before the promise can really be carried out.

There is in the helping or caring professions, which provide a service directly to people, a requirement which is ethical and not technical, the requirement of strict impartiality in treating every claim to the service as equal. This is the moral obligation of justice, to give equal consideration to each as a person. There is strong temptation in school to give more time and attention to the promising pupils, to do more about them and relatively to neglect the ones who show little or no promise, or to stay with the docile and leave the troublesome or disagreeable. The moral imperative of impartiality is not only against the grain of personal inclination, it is difficult to meet technically. An equal allocation of time is not necessarily the answer. Particular needs and moods and stages and situations complicate the matter; there are real barriers and limits; there is the rival principle of return on investment; sometimes what is right cannot be made effective; attention to individual needs may frequently be in conflict with equal treatment. Prescription of impartiality imposes difficulties, rather than resolves the question of what to do. All the same, it remains a constraint and a criterion in making the personal judgements which have to be made in dealing with collisions of interest and in weighing the claims of rival ideals.

The knowledge which helps to make a guidance counsellor competent is not merely the 'professional' knowledge acquired in the course of training, useful and necessary as this must be, it is mainly the local and concrete knowledge gained on the job, knowledge of the school, of the world which most of the pupils will go into when they leave, above all, of the pupils themselves. This kind of knowledge implies continuous learning, and a significant element of personal judgement, not the kind you can 'get up' in order to 'get by' in an exam. Knowledge of the individual pupil should be built on, or at least corrected by, comprehensive and carefully recorded tests, the profile in the file, and on discussions with colleagues.[2] There is a sense in which an individual, especially one who is immature, slips through all the meshes which would size him up by objective tests and personal impressions and judgements. He can always be other than that. Therefore he should be given room for this to appear. An open mind, a margin of reserve, is due to the individual because he is individual, to qualify what is known to be attributable to him in terms of test results and confirmed opinions. Knowledge of the pupil, however objective it seeks to be, is set in a relationship, and this relationship is the main tool of the job: professional competence is most decisively tested in the management of this relationship, a relationship different in each case, which cannot be simply generalised as a skill.

## The counselling relationship

Effective guidance depends on the ability to bring together the truth about the world outside, the truth about the school, and the truth about the pupil, and to get these truths recognised and accepted as a starting point for 'work' that is hopeful and can be realised. All this can be accomplished only within and through a relationship which has established mutual trust. All these 'truths' of course are approximate, and to be made tolerably reliable have to be systematically worked for and checked. They are then provisional, and make a starting point for guidance work, the practical help that will enable the pupil to do better than he otherwise could in making the most of himself and his opportunities. The 'truths', whatever they may be, are not final: all three may be subject to modification by action, and it is part of guidance work to explore these possibilities.

The relationship not only makes possible acceptance of unwelcome truths as a starting point, sorting the irremediable from the amenable, but also makes possible a reconciliation of the directive and non-directive roles of the counsellor. Counselling, generally, has been dominated by the dogma that the client must choose; he should be informed, but must not be told nor advised nor induced nor influenced: his decision must be his own, takes on his own responsibility, even when against the better judgement of the counsellor.[3] It would not be fair, it would be cruel, to an immature pupil to make this a rigid rule, but it does remain an ideal. Unless and until a pupil becomes capable of taking his own education in hand and managing his life for himself, guidance falls short of its aim. But this is a process of growth which cannot be anticipated. The young have often to be saved from themselves, perhaps by devious means. This would seem to belie the relationship of complete openness and trust which was said to be the ground on which persuasion, influence, advice can be reconciled with respect for autonomy. But if respect for autonomy is the unwavering principle and preparation for autonomy is the uncompromised purpose, not manipulation, the interests of the pupil are being faithfully served. The guidance counsellor's self-judgement tells him whether he is bent on getting his own way or on saving his pupil from a disastrous mistake which he cannot see for himself. Obviously, the stage of development of the particular pupil is a main consideration in what the counsellor says or does at a particular time. The foundation of the relationship is a joint recognition of it as a partnership in the achieving of autonomy.

A major complication in the guidance relationship is that in many cases the counsellor will not share the assumptions, values, and outlook of his pupil. In that case, he has to try to understand the difference, and should respect it to the extent that he does not seek to alter it. If there is not merely difference but serious conflict, or if the counsellor thinks there are good reasons for his seeking to change his pupil's basic cultural or personal make-up, he makes himself ethically responsible for the effects of this influence, and should be able to justify his action to himself and to others as a deviation preferable in this case to normal practice. Influence on the cultural or personal matrix of the individual pupil is to be distinguished from influence on particular decisions, but in both cases the counsellor incurs ethical responsibility for exerting the influence and for the consequent effects.

## Loyalties

Because knowledge of the pupil built up over the years and open to all who have access to the file is supplemented in the special counselling relationship by more intimate self-revelations, or may be, there is a question of confidentiality. Access to the information on file should be limited to those who need to have it in the interests of the pupil. Any wider use of it should be only with consent, and for a specific purpose. Information given to the counsellor by the pupil is protected by the confidential relationship. If it is passed on without consent, the relationship is destroyed, and with it at least the greater part of the possibilities of guidance. Nevertheless, sometimes it may seem to the counsellor important for the pupil's own sake that such information should be more widely known, or occasionally what has been revealed may be of a kind that ought on social grounds not to be concealed. The counsellor has to do his best to carry the pupil with him in such cases. If he faisl, he has to decide what to do. A conflict of loyalties means the violation of one. It cannot be said that this should never be loyalty to the pupil.

All the same, loyalty to the pupil has priority in the counselling relationship. The counsellor is answerable to himself and to his pupils in the first place, and then to his employers and colleagues. Unless it is so, the ultimate purpose of the job is frustrated. He is there to serve the interests of his pupils, appointed for their better preparation for life. Those interests are subject to interpretation of course, and are not necessarily what pupils themselves may think they are. They are not necessarily what the authorities assume they are, either. The counsellor represents the interests of his pupils with his colleagues in a special way, and with parents and governors and others with educational authority, all of whom may be assumed to be united in wishing to further these interests as they understand them. The counsellor tries to see and feel things as his pupil does. He also represents to them an older and wider view, and he understands and appreciates the views of his colleagues. His position is intermediate.

Although detached and in the middle, he starts with the point of view of his pupil. This is what has to be interpreted and accepted for all that is to follow, or else modified. In this delicate work, he risks breaches with his colleagues, with parents or other authorities, or with his pupil. He is on his own, supported or corrected only by professional colleagues with whom he may be able to consult. And he is justified ultimately insofar as he succeeds in winning understanding and support among some of his colleagues on the teaching staff.

It may be fairly objected that what has been said in the last paragraph makes a major assumption which begs the main question. Is the guidance system established to help in the education of pupils for personal autonomy, so that loyalty to the pupil comes first? A guidance system may be set up for the sake of the establishment, to induce social conformity. In any case there is permanent tension between the claims of individual independence and the claims of society, and education is a socialising process funded and directed by public authority. This is the main question, therefore, which should be settled before any of the questions about guidance policy and practice can be sensibly discussed. In this paper it has been assumed that education for personal autonomy is the purpose of any guidance system practised in British county schools, because this is an acknowledged aim of public education, and because any authoritarian system would be incompatible with political democracy in a multi-cultural society.[4] All the same, authoritarian attitudes and methods of discipline persist, and a guidance system may seem apt for this use. There is liability to misunderstanding and cross-purposes. An important part of the duty of a guidance counsellor, therefore, is to make unequivocally clear where he stands and what he is trying to do, that the guidance system in which he practises is not a method of winning uncritical allegiance to established ideas and ideals. In any case, the tension between individual and society cannot be permanently resolved nor suppressed.[5]

The counsellor's intermediate position as interpreter of the interests, needs, views, desires of his pupils to his staff colleagues means that a main part of hisjob is with his colleagues, to use his relationship with them to impart some of his outlook, aims, and skills to them, so that they see their pupils through his eyes as well as in their own way. Without his interest in wanting to do the job, and without his training for the job, they are to be encouraged and helped, in the interests of their pupils, to appreciate and understand the job, so that collaboration with the guidance counsellor is possible. However, this should not be left to the counsellor to achieve by himself, fighting his corner and winning, point by point, gradual recognition and concession. No appointment is justified unless and until the authorities understand its basis, its aims, and its methods, and are convinced of the value of the work; and the work can hardly begin until the bulk of the staff share this understanding and conviction. Even then, what is involved will have to be spelled out more or less painfully by the counsellor.

### Initiation of change

His intermediate role puts the counsellor in the best position to initiate changes beneficial to pupils and to those who work in their interest or will profit by their capability and security. Changes of this kind may be possible on three fronts, in policy or practice within the school, in policies or practices outside the school, particularly[1] on the part of employers or trade unions, and in attitudes and responses of pupils themselves. Those familiar with the feelings, handicaps, and personal possibilities of pupils, as well as with the conditions, demands, and pressures that prevail within the school and outside, are likeliest to be best equipped to specify changes, minor or radical, which would promise improvement. In general, counsellors are trained to refrain scrupulously from influencing their clients, and to refrain also from social action on their behalf as none of their business. Here, in the case of educational and vocational guidance, it is suggested that they may be the ones whose duty it is to initiate change in the normal course of their professional work. Such initiatives are never to be lightly undertaken, and it is always easier to leave ill alone. But it ought to be considered that action usually excluded from the counsellor's task may be within the sphere of duty in educational and vocational guidance. If and when the work of the school is equated with guidance, this kind of lead will be expected of the guidance team. The truth about a particular child, about the school in relation to that child, or about employment prospects for him may be very depressing, but no effective help is possible except on the basis of that truth. A child should not be allowed to be so discouraged by the truth that hope and effort are extinguished, nor be kept going on unrealistic hopes and aspirations. This is the problem liable to become a dilemma which is the nadir of guidance, unless changes can be effected.

## Justification

How is the professional conduct of a counsellor shown to be justified or unjustified? 'I did what I was taught to do' is at first sight sufficient justification, which shifts responsibility on to the profession. But this cannot be the end of the matter. I am personally responsible for carrying out my professional commission, for my clinical conduct, for applying what I have learned to the case in hand, for my acquisition of the local knowledge required and for my relationships with pupils and colleagues. To justify myself to myself, I have to be convinced that this knowledge and these relationships and my use of them have been as good as could reasonably be expected. A criterion made for self-deception, impossible to apply precisely. If something has gone wrong, if I can show that it was for reasons outside my control, I can disclaim responsibility. Ideally, one can never be fully nor finally justified, but some self-examination and appraisal is called for, whether or not occasioned by some apparent fault or failure.

Theoretically, professional practice as currently taught represents enlightenment; the joint experience and wisdom of those dedicated to the service. There are likely to be divided counsels, however; and at best practice is always being developed or modified by further experience in the field. Practice is also due to be systematically examined and tested by monitoring and research. A subject can have, as Aristotle said of Ethics, only the exactitude proper to it. Follow-up studies of the later development and performance of pupils, related to specific programmes designed to prepare and help, can provide only rough indications of efficacy. Yet the most reliable evaluation of professional practice that is feasible is required on moral grounds as well as for economic reasons. A futile use of resources cannot be morally justified. A marginally useful application may be, if the case can be made. Any service as it develops becomes more expensive, and in time is liable to become a vested interest, obese and inefficient. Politically, it may have to make out its case. Ethically, those who organise and man the profession should satisfy themselves that their case is justified. The question of justification, personal or professional, is the ultimate ethical question, never conclusively answered but always one that should be raised and pressed.

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Prof. A.M. Soliman

## EDUCATIONAL AND VOCATIONAL COUNSELLING PROVISIONS IN SOME ARAB COUNTRIES

When writing about educational and vocational counselling provisions in the Arab countries one is faced with the scarcity of published materials which deal with this topic. One can only use ones own experience with ones own country and the experience of colleagues from other Arab countries. Analysis and evaluation can be only tentative.

As a generalisation, one can suggest that counselling facilities do not exist in some Arab countries, while in others, efforts to establish these facilities are only just beginning.

There are reasons for the underdevelopment of counselling in the Arab countries:

1. Counselling, to many people, is associated with clinical practice which is concerned with the sick and the abnormal. Therefore, the provision of counselling for a normal person is hardly understood or appreciated. The picture becomes more complex by the association of counselling with psychoanalysis where the popular objective is to penetrate people's unconscious and to uncover their 'secrets'. Centres of psychological services are called clinics although they may be concerned with research or testing. As an example, the National Centre for Sociological and Criminological Research in Cairo has a psychological clinic which is concerned with research only.

2. Mobility within and across educational programmes in many of the Arab countries is difficult or impossible. This will be discussed in a later section.

3. Many of the Arab countries were until a few decades ago under military occupation which delayed their economic, social, and educational development.

4. Cross-sectional mobility in the world of work is also difficult. Routine regulations which require the supervision of many officials make it difficult for employees and workers to move from one job to another. Pension and insurance policies are handicaps to work mobility. In some countries, like Egypt, an employee or worker is not eligible for a pension until he has spent 20 years in the same organisation. Consequently, employees and workers are reluctant to change jobs. This policy has recently been changed in Egypt. A National Organisation for Insurance and Pensions allows an employee or worker to transfer his pension subscriptions to his new job regardless of the number of years he has spent in his first job.

## Educational Systems in the Arab Countries and Counselling Provisions

Education in most Arab countries comprises four levels: elementary, preparatory, secondary, and college or higher institutes. The number of years of each level may vary from one country to another. At the end of the elementary and preparatory levels, education may be divided into academic and vocational streams. The academic curriculum may be divided into literary and scientific sections.

The academic education has a higher status because only pupils passing the elementary or preparatory levels with high attainment may be admitted to academic schools. Holders of the General Secondary Education Certificate (GSEC) may apply to universities; holders of the Technical Secondary Education Certificate (TSEC) must obtain high marks (a minimum of 70% of the total score on the TSEC in Egypt) to be considered for admission to universities.

There are two characteristics of this educational system which are related to the use of counselling. The first is that school subjects are fixed for every student, and a student has to pass all his school subjects to be promoted to the next grade. The second characteristic is that admission to the university is made on the basis of performance in the General Secondary Education Certificate. Admission to universities is very competitive. In Egypt, with a relatively large number of universities, admission is decided by the Central Coordinating Bureau in Cairo. The Supreme Council of Universities in Egypt, and the University Council of individual universities in countries such as Kuwait and Jordan, specify the number of places available for the first class at each university and faculty. Individual faculties may be consulted and may set a high GSEC score for admission. For example, in the University of Jordan, the minimum requirement for admission to the Faculty of Science was 86%, and to the Faculty of Engineering 89%, in the academic year 1975-76 (Molsk, 1975, p. 39).

## Counselling Provisions

It can be noticed that this educational system allows small opportunity for individual choice when the pupil completes his elementary or preparatory education and chooses academic or vocational schools, and in the secondary school where he can choose between literary and scientific sections. The 'choice' may also be strongly influenced by social attitudes. With such limited real choice, there is a small chance for the individual's abilities, interests and values to be considered. Another factor which reduces the use of counselling is, in some cases, general employment policy. In Egypt, for example, the government is committed to employing all graduates from universities and other institutions of higher education. Graduates are assigned to jobs, by the Labour Force Administration located in Cairo, on the basis of the need for different jobs. In some cases,individuals are assigned to the jobs in which they have the least interest and which are not suited to their education.

## New Trends

There are some new trends in education and industry which may encourage the development of counselling in Arab countries. Some Arab countries have begun to introduce some changes in their educational programme which allow the student to choose some of his subjects. The universities of Jordan, Kuwait, Riyadh and the American University in Cairo adopt the 'credit hour elective system'. Kuwait is considering the adoption of the elective system in secondary education. In the 'credit hour elective system', the student faces many decisions. There is always the possibility of transferring to another college or another department. Within his major or minor field, the student may choose between subjects of study and individual courses. This brings up the question of interests and abilities and the question of measuring them and helping the student to consider the resulting information when he makes his educational choices. In the author's counselling experience at the American University in Cairo, students raised questions about the suitability of their studies to their abilities and interests, and asked to be given tests which measured these characteristics.

Evaluation and examination in the elective system may stimulate the need for counselling. While examinations in the former educational system were given at the end of the school year, with additional or repeat examinations at the end of the summer vacation, evaluation in the elective system is continuous during the whole semester. This means that the student can discover early in the course of his studies whether he is performing adequately or not. It is interesting to notice the increased number of students in the old system coming to psychological clinics complaining of study difficulties just one month or two before the final examinations. The student who discovers his failure early in his programme may seek help to understand the reasons for this failure and to avoid them in the future. This help can be given professionally through counselling.

## SOME CURRENT PROGRAMMES

Due to limitations in time and the availability of resources only a few programmes will be reviewed. This does not imply that these programmes are the best. On the contrary there might be other good programmes of which the author is not aware; therefore, a more systematic study of counselling provisions in the Arab countries should be attempted.

### JORDAN

The University of Jordan in Amman offers an M.A. degree in educational counselling (University of Jordan 1977, pp. 40-42). This programme requires the completion of 27 credit hours plus thesis. Courses are selected from four subjects: educational psychology and learning. research methods and statistics, tests and measurement, and counselling and clinical psychology. The author is not aware of any other Arab institute which offers a graduate degree in counselling. One may notice that this programme permits choice of courses within each subject. The choice may allow the student to ignore some important courses. For example, he may choose theories of personality instead of counselling techniques.

Counselling services in Jordanian schools were introduced in 1969-70 (Ministry of Education, Jordan, 1978). Counselling centres were established in some schools in Amman and later in other parts of the country. The number of centres was increased from 13 centres in 1970-71 to 54 centres in 1977-78. The Ministry of Education intends to establish more centres whenever there is need and whenever specialists and funds are available.

Counsellors are selected from teachers who hold a master's degree in educational counselling, a bachelor's degree in psychology and education, a diploma in psychology and education plus a bachelor's degree in sociological and philosophical studies, or a bachelor's degree in social work. These counsellors attend a short training programmes and workshops while they are in post. A central department of counselling in the Ministry of Education and another department of counselling in each local Administration of Education supervise the operation of counselling services in schools. This supervision consists of the following tasks:

1. Defining the guidelines for the school counsellor; and examining these guidelines in the light of follow-up of counsellor's work and his proposals for developing the programme.
2. Follow-up and evaluation of counselling centres.
3. Training counsellors through training programmes, meetings, discussions and case studies.
4. Counselling and follow-up of cases referred to counselling departments by counselling centres and schools.

5. Studying psychological problems which are common in schools such as stuttering, enurises, and examination anxiety, and suggesting courses of treatment.

6. Providing schools with information which may help improve the educational process, e.g. study habits, preparing for examinations, and relationships between students and teachers.

7. Providing schools with information which may help in educational and vocational counselling (e.g. schools, universities, and training centres to which students may apply for further study).

Services provided by counsellors in schools include the following:

1. Working with individual cases.
2. Interviewing students who need counselling and guidance.
3. Therapeutic group guidance.
4. Group guidance for classes; discussing problems of a psychological and educational nature which concern students and which cannot be dealt with in regular instructional classes.
5. Research which aims at understanding and treating some common problems in schools.
6. Working with problems related to school achievement and learning difficulties and proposing programmes for their treatment.
7. Providing students with information which may aid them in deciding about their educational and vocational future.
8. Strengthening relationships between school and family through: parent-teacher meetings, home visits, lectures, and discussion groups.

Table I reports counselling services offered by counselling centres in the schools of Amman and Zarka educational administrations.

## Table I

## Counselling Services Offered in Amman and Zarka

| Counselling Services | 1973/74 | 1974/75 | 1975/76 | %increase 1973/74-1975/76 |
|---|---|---|---|---|
| Financial Aid (Jordanian Dinar) | 1377 | 2504 | 4557 | 230.93 |
| Counselling Interviews | 6985 | 10404 | 18935 | 171.08 |
| Individual Cases follow-up | 666 | 527 | 959 | 43.99 |
| Group Counselling and Guidance (by hour) | 1480 | 1933 | 3518 | 137.70 |
| Remedial Guidance Interviews | 187 | 346 | 829 | 343.31 |
| Counsellor-Parent Interviews | 970 | 2772 | 6219 | 541.13 |
| Lectures and Discussions held in counselling centres | 47 | 50 | 76 | 61.70 |
| Home visits | 114 | 322 | 816 | 487.50 |
| Research | 48 | 16 | 114 | 200.00 |

Table I indicates that counselling services have greatly increased. It is hoped that the quality of these services would be an added source of satisfaction to students, parents, counsellors and educators.

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## KUWAIT

The State of Kuwait is growing rapidly, and efforts are made to develop the nature, quantity, and quality of services offered to its citizens. The Kuwait University was opened in 1966-67 with 418 students, in 1975-76 the total number of students was 5832. The Faculty of Commerce, Economics, and Political Science in Kuwait University was one of the first colleges in the Arab universities to adopt the 'credit hour elective system'. This system is now adopted by all the faculties in the university, and by some higher technical institutes. Studies are being made now regarding the adoption of this system in secondary schools.

Psychological services in the State of Kuwait were started in 1965 by the establishment of the Administration of Social Work (Administration of Social Work, Kuwait, 1978). Pupils who needed specialised psychological services were referred by social workers to a psychologist who occupied an office in the Administration of Social Work. Typical problems which came to the attention of the psycholgoist were: mental retardation, speech difficulties, underachievement, emotional problems, and behavioural disorders. Later a centre for speech pathology was established under the supervision of the psychologist.

Due to the great need for psychological services and increased number of students referred to the psychologist, a Division of Psychological Counselling and Guidance was established within the Administration of Social Work. In October 1972 a division of Supervision of Psychological Services was established and included the division of Psychological Counselling and Guidance and the Division of Psychological Services of the Administration of Special Education. Later the Division of the Supervision of Psychological Services was reorganised to include three offices:

1. Vocational and Educational Guidance.
2. Psychological Counselling.
3. Research.

The Division of the Supervision of Psychological Services issued in 1977 a "Statement of a project of Educational and Vocational Guidance and Counselling for Pupils." The statement explained that:

> "The Vocational and Educational Guidance and Counselling Project aims at helping the pupil to develop and mature and to adjust to the society in which he lives in all areas - study, family and social relationships in general - through helping to solve whatever problems he faces and

> to acquire the skills needed to arrive at a solution whereby he may acquire satisfaction and personal happiness."
>
> (Administration of Social Work 1977b)

This general aim could be achieved by the following procedures:

1. Helping the pupil to understand himself: his abilities, aptitudes, and interests; his strengths and weaknesses.

2. Helping the student to know of opportunities for study and work and to choose an education or occupation which is suitable for his potentialities.

3. Helping the student to choose realistic goals and a plan to realise these goals.

4. Helping the student to understand interpersonal relationships by acquiring skills in work, play, and co-operation with others on the basis of understanding their motives, values and potentialities.

5. Providing circumstances and procedures to prevent psychological and mental abnormalities and discovering factors which contribute to student problems.

6. Discovering and diagnosing student problems and helping the student to understand his problem, and providing him with needed information.

To carry out this project, it was estimated that two guidance and counselling specialists need to be appointed in each secondary school (Administration of Social Work, Kuwait, 1977aP12). The 1977 statement specified the job of the guidance and counselling specialists as follows (Administration of Social Work, Kuwait, 1977b):

a. Administering aptitude and achievement tests each year to pupils in grades 10 and 12.

b. Using the results of these tests and the student's educational history to suggest a general plan of guidance relevant to individual students aptitudes.

c. Referring students, who need services and therapy which cannot be carried out by the counsellor in the school, to appropriate departments in the Administration of Social Work.

d. Suggesting individual and group therapists for underachievement in school.

The statement specified the following tools to be used by counsellors:

1. Differential Aptitude Test Battery.
2. Achievement Tests.
3. Personality Tests.
4. Vocational Interest and Personal Interest Tests.
5. Individual Intelligence Tests.
6. Group Intelligence Tests.

These tests are translated or based on foreign tests and are standardised by the Administration's staff.

The statement suggested that the project may be tried first in the secondary schools and it is hoped that it would be extended to intermediate schools.

The 1976-77 Annual Report of the Administration of Social Work (1977a, p12) stated that the Educational and Vocational Counselling and Guidance Project aims at:

1. Guiding secondary school students to choose the section (literary or scientific) or the type of education appropriate to their aptitudes.

2. Guiding students, whose abilities cannot permit them to continue their education, to enter vocational training centres.

This project has been tried in two secondary schools for girls and two secondary schools for boys. The Annual Report estimated a need for 62 counsellors to cover all secondary schools in Kuwait (two counsellors for each school) until 1980.

The results of educational and vocational guidance in two Kuwait secondary school for boys indicate a shift in students' preference for literary and scientific sections. The preference was 43.4% and 54% respectively for literary and scientific sections before guidance and became 48.7% and 49.6% after guidance. (Administration of Social Work, 1977a, p.13).

In addition to educational and vocational guidance, the division serves students with other problems. Table II reports the number of students served by the division in 1976-77.

Table II

Number of students served by, and type of problems encountered by, the Division of Educational and Vocational Guidance, State of Kuwait

| Problem | No. of Students |
|---|---|
| Mental Retardation | 304 |
| Educational or Vocational Guidance | 195 |
| Under-achievement | 105 |
| Other Problems | 15 |
| Total | 619 |

These students were referred to the Division from homes, nurseries, elementary, intermediate and other schools. Of the 619 students, only one student who was referred to the Division came from a secondary school. This is unexpected since educational and vocational guidance seems to be crucial for secondary school students. Perhaps the availability of these services in the Division are not publicised well enough in secondary schools.

The Psychological Counselling Division deals with problems like speech difficulties and general different types of problems from those encountered by the Vocational Guidance Division. The 1976-77 Annual Report reports 153 students received by the Division from all schools, of these students 27 were from secondary schools.

EGYPT

In the 1950's and 1960's the Egyptian government sent graduate students to the U.S.A. universities to study counselling. After having gained their doctorates they returned to Egyptian Universities to teach psychology counselling or to work on publications regarding counselling.

In spite of the government's concern, Egypt never had formal counselling services, and efforts to introduce these services were unsuccessful. In 1960, the general Administration of Planning for Preparatory and Secondary Education of the Central Ministry of Education proposed a project to establish, in schools, Guidance and Counselling Service Units. It was planned to appoint a counsellor for every 300 students, and therefore an estimated 500 counsellors would be needed to serve in all public and technical schools in the two regions of Egypt and Syria. The job of the counsellor, as described in that project, was one of executing educational plans rather than hleping the student to grow, mature and to make decisions for himself. The counsellor's job included (Tawadros, 1969, pp 68-69):

"a. Participation in suggesting a plan for admitting students to the school, or participation in executing the approved programme on an educational basis.

b. Participation in assigning students to classes and sections when they are admitted, and participation in guiding them to studies which are suited to their aptitudes.

c. Participation in assigning students to extracurricular activities in accordance with their psychological needs.

d. Conducting psychological and sociological surveys of students to discover general and individual problems in schools and surveying student absenteeism and underachievement.

e. Interviewing students to help them in solving their problems or to refer them to specialists.

f. Conducting panels with parents to discover student problems and family circumstances and co-operating with parents in solving problems.

g. Meeting with the teacher, under the supervision of the headmaster, to discuss student problems and treatment.

h. Helping students to choose graduate studies, occupations and jobs which suit their interests and aptitudes and guiding parents in this matter."

This project was never carried out. Moreover, a counsellor education programme was started in 1958 in the College of Education, Ain Shams University. Students for this programme were selected from teachers and social workers. Two hundred of these students completed their studies and received their diplomas. It was planned that they serve as counsellors in schools when the project was aprroved. The project was never put into practice and these graduates returned to their original jobs.

## Counselling Services in Egypt

One must not get the impression that counselling services are not offered in Egypt. On the contrary, counselling services have been offered within the context of clinical psychological services since the 1930's. A large proportion of these services have been concentrated in Cairo City.

For school pupils, counselling services are offered by social work staff. The first office of social work was founded in Cairo in 1954. At present, there is one social work office in each educational administration. Usually, a psychologist works in this office on a part-time basis for one or two days a week. He sees pupils who are referred to him by elementary or secondary schools. The psychologist may also serve the pupil's family members in relation to his problem. Limitations to this type of service lie in the limited time allowed to the psychologist, and in that these offices are located at a distance from some schools.

Counselling for university students is offered in psycho-educational clinics. The first of these clinics was established in 1934 in the College of Education, Ain Shams University. It is interesting to notice that, until recently, all clinics were located in one university and one city i.e. Ain Shams University in Cairo. Faculty members who are clinical or counselling psychologists work in these these clinics. Services are without charge and are offered to students and teachers from all over the country.

In the American University in Cairo, counselling was offered by the Dean and Assistant Dean of Students. In 1971, counselling services were extended, and a counselling psychologist, with a Ph.D. from a major American University was employed. At the beginning of this programme the Dean of Students made several statements to the university community explaining the nature of counselling and emphasising that it was not "head-shrinking" and that the counsellor was not a psychiatrist. Most of the students with whom the counsellor worked were disqualified students who had family and emotional problems which had interfered with their academic achievement.

There are other agencies which may provide counselling in the community for example regarding birth control and family planning.

## COUNSELLING TECHNIQUES

Techniques and tools are important for achieving counselling goals. Of all techniques, psychological tests have been given special attention by Arab psychologists. There are very few psychologists who have not contributed to the testing movement in the Arab Countries. Authors like Hana and Hana (1976) and Tawadros (1969) report long lists of tests by Arab psychologists. Most of these tests are translated from, or based on, foreign tests. Many test manuals report no Arab data, and few manuals report reliable data and test norms. Very rarely are validity studies reported, and usually validity is misunderstood. Reviewing Arabic tests of self-confidence, Abou-Allam (1978) observed that translated tests adhered, to a great extent, to the original situations in foreign test items, thus these tests are probably loaded with unknown factors influencing their validity. In addition (in the Arab situation) item-analysis, which is an important step in test construction, was ignored. Abou-Allam's observation is relevant to other kinds of tests. Some tests reported item-test correlations as an evidence of test validity. Standards for Educational and Psychological Tests and Manuals state that "Item-test correlations should not be presented as in the manual as evidence of criterion-related validity"(APA, 1966, p15).

An extreme example of the misuse of tests is M.I. Soueif's use of foreign translated creativity tests to decide whether or not to admit students to the academy of Arts in Egypt. Soueif reported a mean reliability of 0.71 for these tests (Soueif, 1973, p141). One is not sure whether reliability studies were done on samples similar to the Academy of Arts applicants or whether they were done by the original authors of the foreign tests. The serious mistake, however, is that Soueif does not report predictive or other kinds of validity. Therefore we are faced with using a test to decide upon a human being's future without being sure of what this test measures. The ethical and scientific implications are serious. On the scientific part, validity is considered the most important question to be asked about a test (Anastasi, 1976, p28). Guidelines on Employee Selection Procedures state that "a test should be validated for each minority group with which it is used" and that "evidence of a test validity should consist of empirical data demonstrating that the test is predictive of, or significantly correlated with, important elements of work behaviour which comprises or is relevant to the job, or jobs, for which candidates are being evaluated." (Anastasi, 1976, p693). On the ethical part, the American Psychological Association and the American Personnel and Guidance Association codes of ethics emphasise the importance of test validity. The APGA Code of Ethics (Section C 5) states: "In selecting tests for use in a given situation or with a particular client, the member must consider not only general but also specific validity, reliability, and the appropriateness of the test (s)" (APGA, 1961).

The inadequacy of test construction and standardisation have been discussed in detail to explain that the counsellor should exercise great care in using published tests. Few psychologists, however, followed appropriate procedures of measurement. Hana (1969) correlated scales of the Caleformia Test of Personality with teachers' ratings of pupil's personality characteristics, and Ismail and Morsi (1961) correlated the Minnesota Counselling Inventory scores with social workers' rating and observations of students' behaviour and traits. A few graduate students attempted successfully to construct tests which were appropriate to their local communities and which followed proper standardisation procedures. Examples of these efforts are Raof's School Social Adjustment Scale (1974) and Almofti's Engineering Interest Inventory (1975).

## DEVELOPING COUNSELLING IN THE ARAB COUNTRIES - RECOMMENDATIONS

Although counselling is considered an important process in man's attempts to educate himself and behave effectively, the contrary is sometimes believed. A foreign cultural attache in a western embassy in Cairo once suggested that Egypt had far more serious educational problems than the lack of counselling. The present author believes that what every society needs is the general development of mankind. Counselling can play an important role in achieving this goal.

To develop counselling in the Arab countries, it is recommended that:

1. The need, goals, and objectives of counselling in the Arab countries be defined, and for counselling in different organisations to be stimulated.

2. Counsellor education programmes be adequately planned, with emphasis on philosophy, process, and techniques.

3. Arab universities have counsellor education programmes and special attention be given to training counsellors to practicum and/or internship.

4. Special attention be given to test construction, standardisation, and validation.

5. Arab universities as well as universities in other parts of the world consult with professional organisations such as the International Round Table for the Advancement of Counselling, and these organisations establish comprehensive standards for counsellor education.

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# EDUCATIONAL AND VOCATIONAL GUIDANCE IN THE FEDERAL REPUBLIC OF GERMANY

## Introductory remark

Guidance and counselling services in the Federal Republic of Germany in the late 1970's cannot be described as a well-organised, consolidated system. There are a number of agencies working in the field with various aims, methods and responsibilities. While on the whole guidance and counselling services have expanded remarkably within the last ten years, it must be admitted that progress varies a great deal in the different counselling fields and geographical regions. The diversity can only be explained historically and with reference to the distribution of legal responsibilities.

## The absence of guidance in the traditional school

As in many other European countries the traditional German system of education worked without the help of special guidance or counselling agents[1]. The statutory Elementary School with its uniform curriculum served all children aged from 6 to 10 with the exception of a small group in special schools (in 1960 2.1% of the whole school population[2].)

At the age of 10 the school population was split into three groups. The largest (80% of the 11-year-olds in 1960) stayed on in the upper elementary school (Volksschule) for another four years and began an apprenticeship plus part-time vocational school at 14+. Again in 1960 about 13% of the 11-year-old pupils attended the Gymnasium, the selective elite secondary school (after parents' applications and entrance examinations) to prepare for University entrance at 19.

The Realschule prepared pupils aged 10-16 for the more demanding trades, or specified technical or commercial schools at the secondary level (7% of the 11-year-olds in 1960[3]).

If it is the task of educational guidance to communicate the necessary information to help parents and pupils to make wise decisions, to prepare pupils for vocational choice, to help students to overcome learning idfficulties and so on, there seemed to be little need for such a service for the curricula in the elementary school and within the "tripartite" secondary school system left little or no choice. Pupils were guided through the system by selective mechanisms (entrance examinations, repetition of school year, 'drop out'), and there was only a small chance of change from one type or branch of secondary school to another.

## External Guidance or Counselling Services

Due to the lack of curricular flexibility and the absence of vocational subjects in the general school system, the need for guidance first became evident in the life of a student when he or she left school, either successfully at 14, 16 or 19 or as 'drop outs'. They all needed orientation about the world of work and help with their career decisions. That is why guidance at first was vocational, formally organised by the Labour Office (after 1952 called Bundesanstalt für Arbeit).

Contrary to the development in other European countries, the Labour Office has by now gainedan almost complete monopoly in the field of vocational guidance. This was established and confirmed by a series of federal laws (1927, 1935, 1957 and 1969). This very particular control was promoted by:-

- the (for long) prevailing educational philosophy, which disregarded vocational subjects in general school education;
- the conservative educational policy of the education ministers in the federal states (10 Laender plus West Berlin) after the Second World War;
- the particular legal status of the Bundesanstalt für Arbeit, which is an institution with nation-wide responsibility, to a large extent autonomous, with its own self-governing bodies;

- the idea that in placement and vocational guidance the rights and needs of the individual and the demands and necessities of the society, with its economy and labour market, could best be served by such an independent institution.

A section of the relevant federal law of 1969 (AFG) lays down that "vocational guidance, placement into vocational training and occupations may only be performed by the Bundesanstalt." The tasks of vocational guidance are described in Section 26: "The Bundesanstalt is required to give advice to young people and adults before and during their occupational careers in all questions of vocational choice and vocational development" (berufliches Fortkommen). It "has to advise clients also in questions of their school education in so far as they are of importance for their vocational choice and their vocational development".[4]

Accordingly, in its District Labour Offices and their local bureaux, the Bundesanstalt has established a comprehensive system of vocational orientation and guidance. The latest statistics of the Bundesanstalt[5] show that in the year 1975/76 more than a million clients took part in individual counselling sessions, among whom there were 460,000 school leavers (56% of the total number of school leavers of that year) and 211,000 pupils. Among the special groups of clients there were 71,000 handicapped persons and almost 27,000 foreigners.

The following measures of vocational orientation were recorded in 1975/76: 37,600 group meetings with pupils, 5,500 group meetings with parents. In addition there were lectures, exhibitions etc. Special emphasis is laid on printed information (books, brochures, leaflets etc.) about jobs,school and university curricula, vocational training, rehabilitation programmes, economic development, the labour market etc. Also a printed self-informing programme for vocational decision-making is made available to all school leavers.

The careers officers (vocational advisers) of the Bundesanstalt do most of their guidance work in their local or district labour offices, although meetings and conferences are also held within the schools.

Some efforts are made to establish or increase the co-operation of vocational advisers and school teachers, e.g. with teachers of vocational subjects, which are being introduced into the general school system, as well as in experimental guidance centres. But already the relatively small, though increasing, number of pupils who seek vocational guidance (as compared with school leavers) indicates that vocational guidance as yet holds only a marginal position in the school careers of young people. There is a controversy whether or not this is an effect of the monopoly of the Labour Office in matters of vocational guidance. A system of career teachers who are trained for vocational guidance and co-operation with the vocational advisers has as yet not been developed.

Whereas formerly vocational advisers had merely an in-service training, the increasing demands and rising standards of guidance work have led to the foundation of a special College for vocational guidance at Mannheim (1972). It is owned by the Bundesanstalt and prepares careers officers for their work during a three-year course. Vocational advisers of college and university students, who are working in special guidance centres, hold university degrees from different faculties and are required to attend training courses.

Medical and psychological (testing) services with specialised academic personnel, and a central research institute (Institut für Arbeitsmarkt - und Berufsforschung) complete the system, which sees its main task in communicating occupational and educational information and in helping young people to make wise decisions for themselves as well as for the rest of society.

Apart from the vocational guidance offices of the Bundesanstalt there are several more institutions that offer external guidance and counselling help to children and adolescents. They have all developed separately and serve special client groups. Among them are about 500 EB-Services,[6] e.g. institutions of child guidance, youth and family counselling, mainly with psychologists, psychotherapists, social workers. They are maintained by local authorities, also by the churches, and are united in a loose organisation[7].

More closely connected with the educational system are School Psychological Services, which in our country have a history of more than fifty years. But most of the four large (with more than 8 psychologists), 17 medium-sized (3 - 8 psychologists) and 115 small services (one or two psychologists) were only founded in recent years[8]. As the governments of the various federal States (Laender) and Communes pursued quite different policies in this matter, School Psychological Services are not spread evenly across the Federal Republic. Large districts with big cities often lack institutions of this type.

It seems that most of the professional helpers in School Psychological Services (mostly psychologists, some also with social workers and teacher-counsellors) spend the largest amount of time on personal or therapeutic counselling (26-40 per cent of the available time in the small services mentioned above), much less on educational guidance (11-15 per cent) and very little on guidance in relation to vocational decisions.

As it was felt that the quantity and quality of school psychological work was far below desirable standards in most regions, a joint commission of the federal and state governments[9] in 1973 agreed upon a plan to establish a complete system of School Psychological Services. By 1985 a psychologist-pupil ratio of 1 : 5,000 is the aim. It is doubtful, however, if this plan can become a reality in this short time.

## School Counselling

Since the early 1960's there have been considerable changes within the educational system, which have increasingly indicated that guidance and counselling services ought to be established within the schools themselves. Some of the most important changes will be mentioned. Developmental retardation, slow learning, behaviour problems, social difficulties etc. have increasingly been recognised as an educational challenge, particularly in Pre-Schools, Primary Schools and in the expanded system of Special Schools. The curricula are no longer as inflexible and different in the various branches of the school system as they used to be. Possibilities of individual choice have increased;

and the transition into the tripartite secondary system at 10+ is no longer ruled by selective mechanisms. Instead the fifth and sixth school years are considered as a more or less comprehensive stage of orientation, development of pupils' interests, compensation of personal and social deficiencies, preparation of reasonable and adequate choice of learning possibilities.

As in many other countries, the school-leaving age of pupils of the Main School (Hauptschule) has been raised from 14 to 15 or 16. In addition the number of pupils who attend the Realschule and the Gymnasium to their sixteenth or nineteenth year has been vastly increased. The number of pupils who attend full-time courses in institutions of vocational education has also increased. Finally, the number of students admitted to Universities and similar academic institutions rose from 7.9% of the age-group in 1960 to 19.5% in 1975[11]. In the history of the school counselling movement all these factors have been recognised as stimulators or determinants of counselling needs[12].

Most important of all are probably the changes within the curricula. They can be exemplified by the - in this country - almost revolutionary agreement of the State Ministers of Education in 1972 to allow students of the senior classes (11-13) of the Gymnasium to choose their major and minor subjects individually from lists of alternatives, some limitations being made to secure a certain degree of general education. Symptomatic of this changed attitude, though still controversial, is the foundation of about 200 Comprehensive Schools (by 1978) for all-ability groups, offering all the qualifications that any other secondary school may offer.

Experimental schools (e.g. Kollegschule NW) allow a combination of general education for university entrance plus vocational training for a qualified occupation.

To summarise: the German educational system has gone a long way from its former selective character with 'high fences' between school types and even subject branches within one school, towards integration, flexibility and individualising of curricula, easier transition, and the provision of educational chances for all groups in society (from Pre-Schools to the immensely expanding system of Adult Education). Therefore the introduction of an effective guidance and counselling system with specially trained helpers into our schools seems logical and urgent. Thus in 1970 the (then) official educational advisory commission of our country, the Deutsche Bildungsrat, stated in its famous report (Strukturplan für das Bildungswesen): "Counselling is a structural element of our school system"[13]. Educational guidance, guidance in vocational education, personal counselling, counselling of pupils, students, parents and teachers were proposed.

This was, however, a large proposition, far from being realistic. In 1973 the joint commission of the federal government and the governments of the Laender (including West Berlin) published their plan to develop the educational system of our country. According to that plan, teacher counsellors are to be introduced in all schools, separate from the external School Psychological Services, with whom they are to co-operate. Large schools with more than 2,000 pupils are to have an additional school psychologist. By 1985 there should be one teacher-counsellor to every 500 pupils, a teacher-counsellor being defined as a teacher who has a reduction of five lessons on his weekly teaching load of 24-28 lessons and who is qualified as a counsellor. This ratio will seem poor to more advanced countries, but in our society with little tradition of school counselling and counsellor education it is a tremendous challenge. The plan will be hard to realise.

One circumstance that adds to the difficulties and the incalculability of the development lies in the federative character of our education system. It has the effect that school policy, and with it the introduction of school counselling, differs immensely from area to area only some of which have experience with counselling in schools.

Thus Hamburg began as early as 1953 to train teachers, by means of part-time courses, for certain tasks in the field of personal counselling. 250 of them are still working for about 250,000 pupils[15] and they have also begun to care for problems of educational guidance. There is co-operation with the central School Psychological Service (Schülerhilfe) with its 21 psychologists and 15 social workers. In addition, Comprehensive Schools have their own school psychologists and social workers.[16]

Bavaria began to appoint teacher-counsellors in 1965, mainly for informational work and help with school careers. More than 4,200 were in post in 1976, bringing the pupil-counsellor ratio down to about 500/1. But the counsellors have to do their full work as teachers, and they have received only a cursory training via short courses, weekend seminars etc. Many of them took part in a television course presented by the Bavarian TV Service (18 half-hour lessons, plus printed material, plus weekend seminars). In addition, in 1976 Bavaria had 42 full-time school psychologists for more than two million pupils.

Baden-Württemberg began to establish testing and guidance centres in rural districts about 1966. At first the main function of the psychologists in those centres (in 1970 40 persons plus 25 in experimental schools) was testing large numbers of children as a basis for the improvement of the school structure. In 1976 about 450 teacher-counsellors (with two lessons reduction per 500 pupils weekly) were in post (for about 1.47 million pupils. They are trained in part-time courses (three semesters, one day weekly), mainly in psychology (diagnostic, developmental, educational psychology). Their main task seems to lie in the field of diagnostic help for deciding school careers in the tripartite school system, transition to special schools etc.

In North Rhine-Westfalia, the state with the largest population (3.4 million pupils), an official planning commission for the development of a school counselling system presented their report in 1978. About 2,000 teacher-counsellors are working in the upper forms of the Gymnasium with the individualised reform programme mentioned above. They were trained through short courses only and are mainly responsible for information, advice-giving and administrative work in connection with subject choice, record keeping etc. Their weekly normal work reduction is one lesson per 25 students. Comprehensive schools have their own school psychologists and teacher-counsellors with personal and educational counselling tasks. The report of the planning commission proposes the training and employment of about 6,600 teacher-counsellors (five lessons reduction per week) and 440 school psychologists (in external services) within the next 15 years.

Like these four examples, the remainder of the eleven States (Laender) including West Berlin have begun to make efforts to build up guidance and counselling systems in schools. In detail these measures depend upon the particular educational policy of individual Ministries, some of which tend to preserve as much of the tripartite secondary school system as possible whereas others pursue a re-organisation of the educational system on comprehensive lines. Obviously aims, tasks and methods of guidance and counselling in our schools in the future will be somewhat different in various regions of our country.

## SOME PROBLEMS OF FURTHER DEVELOPMENT

The diversity of the educational policies of the eleven States is one of the problems of the future. This matter may be aggravated by the fact that the cost of education is making increasing demands on State government funds, thus forcing the governments to be cautious with the establishment of new assistance services. Differences between the economic conditions of the various States will probably mean different priorities, also effecting guidance and counselling.

Another problem has already been mentioned. It is a result of the monopoly of the Labour Office in vocational guidance. The longer pupils stay in schools the more vocational subjects are taught in general education, i.e. the more school education affects the career development of young people, the more questionable is a strict separation of vocational guidance from educational and personal guidance and counselling. Though autonomous, can an institution which is mainly responsible for the functioning of the labour market, in the long run fulfil the tasks of career education and the educational functions of vocational guidance?

There are also difficulties in counsellor education, not only because of the lack of a tradition and the shortage of experts. The resources of psychology and education departments of universities and colleges are completely absorbed by their functions in the education of psychologists and teachers. Therefore there is little or no room for post-graduate studies for teachers, who after a period of teaching in schools want to return to universities for studies in guidance and counselling. Training courses must therefore be arranged by the educational authorities of the States. This may guarantee that counselling concepts stay in harmony with the school policy of the State. But studies at independent places of research and learning such as universities are invaluable for a service which is primarily dedicated to the individual in need.[17]

All these and other problems are aggravated by the lack of a convincing comprehensive theory of counselling. At present supporters of the traditional selective school system favour diagnostic and prognostic methods. School reformers prefer student-centred concepts for the improvement of unhampered, realistic, and responsible decision-making within a democratic education system. Therapists demand teacher-counsellors as helpers for their therapeutic services. Vocational advisers do their work within the context of labour administration. What we need seems to be a comprehensive educational theory of guidance and counselling that gives us the chance to integrate the diverse aims and methods into an overall concept of the education of an intelligent, free, and responsible young generation that may be able to solve the immense technological, economic, political, and ethical problems of the future. This calls for international co-operation of counselling theorists and practitioners.

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14. Bund-Laender-Kommission fur Bildungsplanung, op. cit.

15. if not indicated otherwise, the information of this and the following paragraphs was obtained by the Planungskommission Schulberatung in Norderhein-Westfalen, of which the author is a member.

16. Arin, K., et. al., op. cit., p. 259 ff.

17. The federal government and governments of the States subsidise a multi-media course for teacher-counsellors (2 years, part-time, about 1,600 pages printed material), which is being developed by many experts in connection with the Deutsches Institut fur Fernstudien an der Universität Tübingen. (D.I.F.F.)

Footnote:-

6. Erziehungsberatungsstellen, the translation "educational Counselling Services" is misleading.

Prof. H.Z. Hoxter

## VOCATIONAL AND EDUCATIONAL GUIDANCE IN GREAT BRITAIN

### OBJECTIVES

What are the stated objectives of the educational and vocational guidance service in relation to the philosophy underlying the educational system?

As a general statement, the present comprehensive State system which can manage to co-exist with elitist private and independent schools is a product of the synthesis of two basic standpoints: a desire for equality of opportunity in education and the, until recently, widely held belief in the selective process in education based on the theories of Galton, Shearman and Burt that intelligence was mostly inherited and the quotient unchangeable and 'fortunately could be measured with accuracy'.

The significance of this generally stated phisosophy underlying the school system is that the concept of careers education has only relatively recently taken root as under the old selective system the element of individual decision-making was limited. As one writer points out, 'there was a time not so long ago when it was possible to predict, within quite tight limits the kind of roles a person would have by knowing three pieces of information'where, to whom and with what sex' he or she was born. Life chances are no longer commonly deployed on quite such a crude basis......' With the change in attitudes in educational theory to a distrust in testing for selection and with the commitment of government to pursue a policy of social equality and opportunity in education, comprehensive education has become a structural reality in our educational system and with it has come a growing awareness of the importance of vocational education and guidance commensurate with ideas of occupational choice.

However, due to the historical development of education in this country which has left a great deal of power over educational matters in the hands of individual head teachers, schools and local authorities, and because of a traditional reluctance on the part of central government to stipulate curriculum content, careers education programmes are not mandatory upon the local education authorities. This has meant that there has been no definitive central statement of objectives for vocational and educational guidance.

Various theorists have, however, stated what they consider to be the objectives of careers education. The following (adopted from the work of Herr and Cramer (1972) and Hayes and Hopson (1971) by A.G. Watts (1973)) have the endorsement of the only professional representative body in the field, the National Association of Careers and Guidance Teachers (NACGT), which gives as its aim:

> 'To promote the establishment of a professionally based and effective structure of vocational, educationaland personal guidance and counselling,together with programmes of careers education for all pupils and students in secondary and tertiary institutions of education'.

Careers Education - basic objectives

(1) To help pupils to improve their vocabulary and knowledge for distinguishing:
  (a) Occupations.
  (b) Non-occupational roles, e.g. family and leisure roles.
  (c) Educational alternatives.
  (d) Personal characteristics, e.g. aptitudes, interests, values.

(2) To help pupils to develop a knowledge of their own strength and weaknesses, and to understand the relationship of these characteristics to:
  (a) Occupational choices.
  (b) Choices of non-occupational roles.
  (c) Educational choices.

(3) To help pupils to develop effective decision-making strategies and the skills for carrying them out.

(4) To prepare pupils for the transition to their post-school environment and for the personal adjustment that will be required.

Watts later expands upon these, giving four main headings:

(a) Opportunity awareness.

(b) Self-awareness.

(c) Decision learning.

(d) Transition learning.

However, although clearly stated objectives such as the above exist and convey a certain consensus, it is clear that, in practice, careers education in this country is still carried on in a rather ad hoc manner.

## STRUCTURE AND ORGANISATION

### (a) What is the legal basis of the Vocational/Educational Guidance Service?

Educational and vocational guidance has no legal basis within schools in the United Kingdom. Although there has been a marked increase in official interest and focus on careers guidance in schools (the most recent and significant being an introduction to the first Annual Guide of the National Association of Careers and Guidance Teachers (1977-78) by Shirley Williams, currently Secretary of State for Education), there is still no mandatory obligation on any secondary school to provide careers education or guidance. There is however a statutory Careers Service which provides careers information, vocational guidance and a placement service for young people based upon a national network of careers offices. It is mandatory on local Education Authorities to provide this service. Again because of the nature of the education system and the autonomy of individual schools, the Careers Service advisers have to rely, for their contact with pupils within the school setting, on the co-operation of teachers, and heads of schools. This 'co-operation' variously permits the involvement of the Careers Service in activities from the planning of a comprehensive careers education programme carried out by a school careers team of counsellors, guidance teachers etc., to a minimal contact comprising a brief interview with pupils prior to their leaving school. Between these two, there are varying levels of co-operation depending on the attitude to guidance within the school. But there is no legal basis as such for the provision of vocational guidance, although central government does recommend the provision of guidance services.

## (b) The job of an Educational/Vocational and Guidance Adviser

Because of the complex nature of guidance in the U.K. (the use of teaching staff on a part-time basis for guidance; the allocation of time for vocational guidance within the school curriculum; the role of the Careers Service vis-a-vis the school guidance set-up etc.) defining the role of the adviser is difficult. However in the whole field of guidance and personal counselling there are two clearly differentiated roles for personnel concerned with vocational guidance: the careers teacher (school based) and the Careers Officer (based in the Careers Service and external to the School). In connection with a survey on Careers Education in Secondary School by the Department of Education and Science, 1973, a seminar for headmasters and headmistresses was held in January 1972 and members considered the role of the senior careers teacher and the qualities and experience required. Their description recognises that the role is conditioned by the size of the school, by its objectives and by its organisation. However, they listed certain essential responsibilities:

(i) to act as a co-ordinator, linking the curricular and pastoral care aspects of the school;

(ii) be fully involved in curricular development, and fully conversant with details of organisation and of the pattern of the curriculum throughout the school;

(iii) to ensure that certain functions are performed:

  (a) liaison with the careers officer;

  (b) establishment and control of links with higher and further education, with industry, commerce and the professions;

  (c) the administration of work-experience schemes where appropriate;

  (d) the organisation of the secondment of teachers to industry;

  (e) supervision of the careers room and of careers literature;

(f) planning the use of the time assigned for for careers work.

> 'They stress that if the work is to be carried out effectively the careers teacher must be given time from other teaching duties for planning and time to take part in the in-service training of colleagues on the staff.' (Paragraph 40)

However, as a recent survey (NACGT 1977) points out, the number of staff designated 'careers teacher' was, for all schools, 48.4% with one teacher so designated (14.5% had no teacher at all and only 12% had three or more teachers - none of these necessarily full-time). This means that, generally speaking, the careers teacher is obliged to adopt the role of senior careers teacher, as well as being expected to undertake individual guidance work. The professional Careers Officer has a more clearly defined role, although here too there is division on priorities. The Careers Service could be fairly said to be the aggregate sum of its various local offices all operating within differing educational regimes, sizes of 'catchment' area, with differing local labour markets and therefore levels of job opportunities for school leavers etc. Organisation is therefore fluid and the job description of the careers officer will alter to adapt to the peculiar local employment and educational conditions in which he finds himself operating (and also depending on his own attitudes and priorities). The basis of the Careers Officer's role is, with the co-operation of the local school(s), to conduct a short (20 minute) interview with each school leaver (16+). This does not really constitute vocational guidance and certainly not careers education which is a developmental process. The officer can merely (if this is his only contact with the individual) ask about career choice, suggest alternatives (based on subjects already taken by the pupil), give information on the prospects and provision of further and higher education. However, if this is the sole contact with the individual, subjects will already have been 'chosen' in the previous three years, perhaps without any real regard for career choice or prospects. The officer (or office) is also expected to carry out placement work, helping individuals to find suitable employment, and should follow up the progress of each person. This, however, is usually superficial in its extent either from lack of time and manpower resources in the office, lack of actual local job opportunities, or because placement is not regarded as a top priority by the officer.

In the course of his placement and guidance work the officer should, by visiting industry and employers, familiarise himself with local work conditions, the possibilities of future employment for school leavers, work experience schemes etc. Where the job specifications of officers will vary is regarding the allocation of their time. Some teams will have excellent relationships within schools and may help to establish and co-operate in the running of a full-scale careers education programme (although this is far from the norm). They may also advise careers teachers on the setting up of a careers library of information on job opportunities. They may spend a good deal of their time on actual vocational guidance with individuals and in groups. As can be seen, there is no clear job specification for the careers officer although there is a coherent expression of the aims and objectives of the Careers Service as contained in a policy document of the professional representative body, the Institute of Careers Officer (1977):

Careers Education and Guidance

(1) To provide all pupils, students and their parents with a guaranteed opportunity for careers guidance consultations.

(2) To ensure that Careers Officers are given the right of access to all pupils from their 3rd year onwards (13 years +) in order that the fullest possible information is given to them at times of educational courses and career choice.

(3) To emphasise that careers guidance is essentially a personal exercise which requires a continuous contact between a young person and Careers Officer from 3rd year.

(4) To seek to preserve the 'external' position of the Careers Service within education in order to ensure that the interests of the individual young person continue to be the Service's primary concern.

(5) To continue to press for the inclusion of careers education in a 'core curriculum' and that more resources are allocated

to careers work generally in schools and colleges. This to include not only adequate timetabled provision but vastly improved facilities for careers libraries (including visual aids) and interviewing facilities.

(6) The Service to continue to seek to develop its organising and co-ordinating role in relation to work experience schemes for pupils and to give particular attention to the possibility of developing these for 6th form students and those in Colleges of Further Education.

(7) To continue to seek to improve its work with Special Schools and to offer all handicapped and disabled pupils a continuous personal guidance service, including those attending residential establishments.

(8) To continue to seek more resources for the Service to develop its statutory guidance work with full and part-time students in further and higher education. The aim should be to offer these institutions a service which is at least as comparable to that offered by the Careers Service to Secondary schools.

(9) To continue to support improvements in the training of Careers Teachers to enable them to undertake their own on-going careers education work more effectively but at the same time to continue to seek recognition that Careers Officers are essentially the statutory leaders in relation to careers guidance, responsible for advising schools on careers education programmes but emphasising that their primary responsibility is that of the individual guidance of young people . . . . . .

(c) What are the minimum qualifications?

(i) Careers Officers

Until the Employment and Training Act (1973) the Careers Service (formerly the Youth Employment Service) operated with two independent controlling authorities: 143 services were controlled by the Local Education Authorities and 55 were administered by the Ministry of Labour

(Department of Employment). With two 'employers' there has been no consensus with regard to training requirements for entry into the service. Moreover, in August 1978, training became mandatory. While there exists at the present time a personnel complement with varied qualifications, background and experience, new entrants will require a diploma from the Local Government Training Board. There are at present 12 recognised centres awarding this diploma.

> 'In order to be accepted for one of these full-time one-year training courses a student must possess one of the following qualifications and satisfy a selection panel as to his/her suitability:
>
> (a) a degree of a recognised university or the CNAA; or
>
> (b) an approved diploma or certificate in social science or social studies; or
>
> (c) an approved diploma in municipal or public administration, political science or management studies; or
>
> (d) evidence of being a qualified teacher; or
>
> (e) a certificate in Municipal Administration, Higher National Diploma or Certificate or other approved qualification of a comparable standard.
>
> Candidates aged 27 or over with valuable employment experience may be considered for training even though they lack one of the academic qualifications listed above.'

There is inherent specialisation which has become the norm for most professional teams of careers officers, i.e. specialising in work with older school leavers, unemployed young people, the handicapped, work in further and higher education, mentally disabled and educationally disabled, work with ethnic minority groups.

(ii) Careers Teacher

Again there is no minimum qualification (except being a qualified subject teacher!). As has been pointed out, there are relatively few designated careers teacher, although there are teachers involved in 'pastoral care', i.e. personal counselling which will often overlap with vocational guidance.

It is not only designated careers teachers or 'part-time' careers teachers who are involved with careers guidance in school. Sometimes careers education may be integrated into the curriculum so that many subject teachers, year tutors, etc. are in effect involved in careers guidance in the course of teaching their own subjects or giving advice on personal or social problems. Where there is a school counsellor or strong pastoral system it may be unnecessary for the careers staff to concern themselves with the personal problems of pupils, they can work as a team, with colleagues taking over when the problems become resolved into educational or social ones.

In short, by nature of the development of guidance and counselling in schools, and the blurring in distinction between personal counselling, vocational guidance, and careers education there has been no set requirement laid down for becoming a vocational adviser in schools.

There is however a growing demand for and provision of training for vocational guidance among teachers. There are now approved lists published by the National Association of Guidance and Careers Teachers, and the National Institute for Careers Education and Counselling. The lists both include a very large number of counselling or pastoral care courses, courses on curriculum development, on organisation and management of schools, as well as courses that are labelled 'careers education'.

Most of these courses are short-term or part-time courses although two full-time (one year) courses do exist. Moreover, there are no requirements for practising vocational guidance. They merely serve as aids to already 'designated' or interested teachers. The number of people who subscribe to the courses is still comparatively low.

(d) Is the educational adviser placed within or external to the school?
This has been answered to a great extent in the previous sections. However the distinction must be made between educational and vocational

adviser, although the two (if one is talking about preparation for career choice) must necessarily overlap. Generally speaking, educational choice will be the province of advisers within the school but they would in the best situations consult the Careers Officer for information on further and higher education prospects and subject requirements for various careers, not necessarily about early subject choice (13+). Ideally both careers officer and teacher should work closely in the school environment.

(e) Is the educational guidance service available to all pupils and at all stages of a school career or is it a selective service?

Theoretically, within the state comprehensive system educational/vocational guidance is a service for all secondary pupils whenever they have to make a subject choice which may have vocational implications. It is therefore not in this sense 'selective'. However, because of the lack of resources of the Career Service and for careers guidance within schools, not every pupil in fact sees a careers teacher, and some only in their last year of school when educational subject choice has already determined their qualifications.

As a statutory service required by law to make arrangements for the purpose of assisting persons who are attending, either full-time or part-time, educational institutions in Great Britain other than universities, the vocational guidance service has: -

(i) to determine what employment will, having regard to their capabilities, be suitable for them and available to them when they leave the institution; and

(ii) to determine what training will then be required by them and available to them in order to fit them for those employments.

In theory, anyone may call upon the services of a Careers Office. In practice, due to lack of resources, unsuitable and ill-located premises and lack of publicity, many pupils and parents do not make use of the service, often preferring to visit government Manpower Services Commission Job Centres rather than the specialist youth

Careers Service. In schools also because of lack of resources the service may be limited to those with special problems of emotional, social or educational handicap.

However, it must be stated that theoretically the services of counsellors, vocational guidance personnell and careers teachers are available to all students at all secondary and further education levels. levels. Any failure is one of circumstance rather than intent.

(f) What other personnel are involved in the educational and vocational guidance process?

The establishment of a Careers Service varies from area to area and local authority to local authority. The staff complement of a Careers Service consists (in varying proportions) of a Principal Careers Officer (sometimes in larger Careers Services, with more than one office, one or several District Careers Officers); Senior Careers Officers; Careers Officers; Trainee Careers Officers; Office Manager; Employment Assistants; clerical/secretarial staff - all of whom are local government officers appointed in the normal manner by the local authority.

Because of its decentralised nature the effectiveness of the service nationally is directly dependent on the effective functioning of its individual components - the local services. Each of these units for their part (because of their autonomy and individuality and the characteristics peculiar to each locality as regards social and economic environment, the nature of the job market, the educational provisions, etc.) rely for their effective functioning on team work. The quality of the service is a direct function of the success of personal relationships.

Apart from this formal careers agency set-up, in co-operation with schools and as a result of interview with individual pupils, careers officer (or careers teacher) may involve other personnel in cases where there are special problems of mental or physical handicap, retarded learning, social or emotional problems. These personnel include social workers, educational or occupational psychologists, doctors, medical officers, psychiatrists. Their work is all interrelated in the general state provision of welfare, social, medical and psychiatric services including medical clinics, sheltered workshops for the disabled, occupational centres etc.

The individual contact or interview is the start of a personal guidance process which can result in a number of solutions involving various professionally qualified personnel. In the majority of cases, however, guidance will only involve the careers officer, careers teacher, parent and child.

(g) Is there a formalised contact with parents either to inform them and consult with them and pupils?

There is no formalised contact with parents as such, although an increasing number of parent/teachers associations are being formed. These provide a forum for parents (and teachers) to discuss the workings of the school in general and also provide an opportunity for parents to discuss with class-teachers, counsellors and careers teachers the problems and educational prospects of individual children. However, these P.T.A's are not statutory. As a matter of course, parents will be consulted over the educational (social and emotional) problems of their children if the school or the parents feel this is necessary, but again there is no formal arrangement for this. It will largely depend on the interest which a parent shows.

Manycareers teachers and careers officers will, as a part of their job, visit homes to discuss the educational and career choices open to individual children. It is an accepted fact that the home environment and neighbourhood environment influence and mould a child in ways which an institutionalised situation like school will not. A growing number of careers teachers therefore regard parent/teacher/child contact as essential to the guidance process. Again this contact is however not formalised - although parents are kept informed of a child's educational progress, consultation on career choice etc. is not obligatory on the part of the school.

(h) Is the job of educational and vocational adviser one of the roles of a teacher or teachers? If so, is this adopted formally or done on an ad hoc basis?

Although only half (approximately) of all schools have one or more teachers designated as careers teachers, many schools have designated counsellors, house teachers, etc. (full or part-time). However, in the field of educational and vocational guidance the distinction between subject teacher, tutor, counsellor and careers teachers is often blurred. This is not a positive sign that careers education and guidance is being practised by the majority of staff. On the contrary, it indicates that careers education (i.e. a structured approach to preparing a child for vocational and personal decisions) has little separate identity within the school curriculum (or regime). Guidance is generally ad hoc. With an unclear definition of what 'careers education' is, schools may assume that they have a careers education programme functioning within their individual system, confusing this with 'pastoral care', 'one-off' advice from a form teacher, an interview with the careers officer, a talk from him or an employer, or a visit to a factory etc.

(i) Who finances the service?

(a) The Careers Service

Finance previously (before 1973) taking the form of a 75% specific grant from Central Government to any local education authority which provided a Youth Employment Service (now Careers Service) is now, with the statutory obligation on the LEAs to provide the service, included in the rate support grant. This is a block sum given by Central Government to an individual local authority (not a department of that authority) in proportion to the annual rates levied by the authority, on householders and others within the authority's boundaries, as payment for services, e.g. roads, drainage, education, provided by or on behalf of the authority. This has implications. Where previously a local education authority presented a scheme for a youth employment service to the Central Youth Employment Executive (a statutory body) for approval before grant aid was given, this is now no longer the case. The Government have therefore surrendered financial controls and by extension a great measure of active control, over LEA careers services, allowing even more discretionary powers to the local authority. This contributes to the wide variance in the scale of provision of careers services by individual authorities according to their view of its priority in their overall provision of public services. This financial independence allows the local education authority to interpret their mandatory responsibility in a relatively free manner, which may not be in the best interests of providing a homogeneous nationwide service.

### (b) Educational and Vocational Guidance in Schools

As this is in general provided on a part-time basis by qualified teachers (in addition to their own specialised subject work), finance is a part of the normal school budget with monies provided by the Local Education Authority. Little extra remuneration is paid to careers teachers above their normal salary. Any resources provided in schools for careers libraries, careers offices, secretarial staff, visits etc. is again part of the school's budget. It is a sad fact that, as the most recent statistics (Department of Education and Science, Education Survey in Careers Education in Secondary School 1973) demonstrate, there is little provision of resources for careers education. Although 70% of schools claim to have timetable space for careers education only 2% spend more than £151 per annum on it! Only 6% have special space, facilities and secretarial help and only 6% make use of the excellent mass media programmes on career opportunities etc. With regard to the material resources allocated to careers education, the report concludes:

> 'When full tribute has been paid to what has often been achieved by ingenuity, perception and hard work on the part of heads and members of staff, the evidence of the survey putting together quantitative analysis and qualitative judgment, points to grave inadequacy which must be remedied if more than meagre lip service is to be paid to an important element in the programme of secondary schools (Paragraph 49).'

There are few purpose-built careers guidance centres.

What is disturbing is the implications of the writing of some parts of the report. A healthy careers programme should not have to rely on the 'ingenuity' of staff, the 'forbearance of heads and deputy heads', 'the willingness and generosity of many hard-pressed school secretaries'. It is this semantic element in the report which, perhaps unintentionally, indicates the low general status which careers education has in schools.

This is reflected in the accommodation allocated for careers libraries, interview rooms etc. Of the total number of secondary schools (4,970), 62% had no accommodation, 33% had one room and only 5% had two or more rooms set aside for careers work. When one considers that almost one-third of these schools had 800 or more pupils, the situation becomes still more serious.

## METHODS AND TECHNIQUES

(a) Are psychological tests used for appraisal or counselling? If so, which ones, who administers them, to whom are they administered, what use is made of the findings?

The use of various psychological tests within the Careers Service and schools in Britain is limited. The use of tests varies from region to region, the most popular being DEVAT (Department of Employment Vocational Aptitude Test) and the APU. However, it must be stressed that their use is the exception rather than the rule. This is directly related to the number of people (Careers Officers, Teachers) who are qualified test users. Test administering is also time consuming. Increasingly, however, training is providing the necessary knowledge and expertise for tests such as DEVAT, APU, and 'Kuder', although their application is still limited.

(b) What provision is there for a career's education programme? What elements does it consist of? How universal is this?

Careers education is not a service. It has no legal basis; it is not a mandatory responsibility of the local education authorities; it is not provided in an obvious identifiable location by trained specialists; it has no national or regional organisation; it does not result in placement in employment.

Careers education is (or rather, as is being slowly realised, should be), an integral part of a child's educational and social development:

"'Careers Education' is a relatively new addition to educational jargon. It is sometimes used as a synonym for 'careers work' and 'careers guidance' terms which have been in use for some time, even though the activities they describe have always tended to be rather peripheral concerns in most schools. But 'careers education' potentially describes a new approach to careers guidance work, one which brings it much closer to the centre of the school. For it ceases to see the school's task as being simply that of providing diagnostic advisory services which will help to make better decisions for students on the societal positions (in terms of education or employment) they should enter on leaving school. Instead it sees the school's central task as being that of helping students to develop the skills, and acquire the concepts and information that will help them to make such decisions for themselves. This is not only a much more ambitious task: it is also a much more essentially educational one." (Schools Careers and Community, Bill Law and A.G. Watts 1977). Regarding the method and techniques of guidance, the use of a careers education programme in schools, through the 13+ to leaving age 16-18 period, is the most comprehensive and thorough. It differs from 'one-off' advice or information-giving or even counselling in that it is essentially adapted to various stages of development and needs of the individual.

Compared with pastoral care and counselling, however, careers education and guidance have had a remarkably slow growth-rate in the UK. The reason is probably that careers education (when ranked alongside traditional subject education) is not regarded by the majority of teachers and heads as 'education'. Also surveys have shown that parents and children are far more concerned with the attainment of the various school-leaving certificates to give much consideration to curriculum time being spent on 'nebulous' subjects concerning society, the world of work, concepts of choice etc., probably, ironically, with some justification when one considers that recent statistics show that 42% of children leave school with no qualifications; that increased youth unemployment puts severe limitations on choice in the first place;

and that many employers demand proof of the educational standing of future employees in the form of traditional certificates.

Often too head-teachers and teachers are concerned ultimately with school records of scholastic achievement and attainment. There is intense 'jealousy' in schools regarding curriculum time. It is a sad fact that often most careers education and guidance work is done in schools where a majority of pupils will leave unqualified and will have little element of choice in employment, whereas with academic 'top streams' little is often done as the expectation is that pupils will naturally select what subjects are suited to them (or have them selected) and eventually enter suitable employment or further education.

We have already described briefly how the evolution of the education system in this country has affected guidance (e.g. the autonomy of the head-teacher); the number of schools with designated careers teachers; the lack of material resources; and the confusion as to what careers education is. It is difficult therefore to assess just how much careers education is being practised in the UK. Assuredly, however, it is not an integrated part of the school curriculum in the majority of schools and is certainly not regarded as a new focal point round which education should be built.

### (c) Are there officially organised information services on occupations and alternatives in further and higher education available to school children?

The most obvious 'official' information supplier is the Careers and Occupational Information Centre (COIC) which is part of the Manpower Services Commission (MSC), the statutory government agency responsible for the country's manpower policies with the duty of introducing measures to alleviate the present chronic youth and adult unemployment. COIC has a definite role to collect and disseminate the most up-to-date information on career opportunities, related courses and training and entrance qualifications within the labour market. Although the Careers Service is not an actual division of the MSC, being locally controlled, it has access to all COIC material, although unable to stipulate the volume or subject matter of material in relation to what it conceives as its own needs, i.e. young adults.

There are, apart from this main source of careers information, numerous books, guides, pamphlets and films produced by industry, local firms, the Industrial Training Boards, establishments of further and higher education etc. It is the task of the Careers Officer or careers teacher to ensure that these are available to children through means of careers libraries/information banks, either in the school or in the careers office.

Government job centres, the nationwide set-up of shop-fronted employment-finding agencies run by the MSC (although geared for the general labour market), also provide an official information source but these are not generally used by children still at school. It therefore falls on the Careers Service as the statutory agency to provide up-to-date information, of a general and local nature, with regard to further and higher education alternatives and career opportunities and requirements.

(d) Are official records kept of pupils? What kind of information do they contain?

Official records are kept by each school and contain information on the complete educational course of each child. These are passed on from school to school as the pupil moves on.

Basically these contain a record of scholastic achievement, the different subjects taken and to what level, the results of any psychological tests administered and comments on any conduct or behavioural problems by teachers and educational psychologists. These These are available to careers officers prior to the individual interview to enable them to make some assessment of the child's aptitudes, and therefore potential and prospective employment opportunities. As part of the 1973 Employment and Training Act (although this section is not in force as yet) the Careers Officer will be required to keep records of the interview and the suggested alternatives of a career or further education a child was given. A copy of this will be available to parents.

(e) Are computerised systems used in relation to: (i) information about individual pupils? (ii) vocational and career information?

Computer-aided guidance in the UK has hardly got beyond the stage of pilot studies in this field, although the use of computers for job vacancy circulation is more advanced.

As has been seen, vocational guidance procedures vary both in allocation of time and quality along a continuum from what has been described as 'careers education' or guidance, to occupational guidance, used in a more specific sense. Computer systems vary along the same lines. They can be used to store occupational information, to match people to jobs on the basis of psychometric data, for career exploration or as aids to decision making. However, while seeming to be neutral or impartial, in fact the outcome will depend very heavily on the bias of the designers, e.g. this will determine what information is included, or sought, how jobs are classified and described. Seeking and applying psychometric data produces even greater problems.

An underlying question is 'who is the user?' Is it the client or student, or the careers adviser? Is the input to be confidential? Does the output have to be readily intelligible to others interested (for example, subject teachers or parents) or does it need considerable interpretation?

There is obviously the question of cost. The more flexible and comprehensive the system, the more expensive it will be. Against this background there is a need to evaluate the usefulness of various systems, and the potentialities of computer guidance, in a variety of capacities, against other forms of guidance.

## Conclusions

At first sight it may appear that the use of computers for guidance may solve some of the problems experienced. Careers education or guidance, and more particularly one-to-one vocational guidance, whether a developmental or diagnostic/advisory approach is adopted, is necessarily labour-intensive and therefore costly. If a computer could take over some of this role, although initially extremely expensive to set up, it might allevaite this problem. However, since the output of a computer is only as helpful as the information fed in by a student is accurate (what he really means) and complete, leaving aside the problems involved in working out a comprehensive data base and flexible procedure, it seems likely that counsellor's presence would be necessary both to help feed in data and interpret what comes out. This would seem to make the use of computers prohibitively expensive. Another alternative would be for students to use the computer alone, either the interactive or the more straightforward information-retrieving type, and discuss or check out his conclusions with an adviser at a later date.

Many of the functions fulfilled by computers can be fulfilled just as well and more cheaply by the written work, reprographic equipment (for personally recording information), films, talks etc. However, the computer does have the great advantage of being able to deal with multiple variables simultaneously, then produce information instantaneously; they are speedier and cheaper to up-date than the written word (although the problems of creating and up-dating bases are by no means small). Therefore it does seem likely that there will be a place for computer guidance in two ways: (a) certainly for information storage and retrieval about occupations, courses (and vacancies and the likely pattern of employment); (b) if the American experience is at all relevant, the interactive type of system, like the Cheshire/IBM models, that lends itself to a developmental (i.e. self-exploratory) view of guidance will also have a place in the development of a comprehensive careers guidance system for all. This may not only be used directly by clients but as a creativity stimulant and knowledge up-dating tool for counsellors.

(f) What provision is there for personal or vocational counselling in (or out of) school?

Again, the provision of counselling services in the UK is not mandatory upon the local education authorities. Provision is therefore dependent on the attitude within individual schools towards 'pastoral' care. It is difficult to stimulate the extent of this provision; however, personal counselling is certainly deeper rooted in the educational system than is vocational guidance although not always the task of trained personnel. Full-time training courses in counselling are available.

(g) Are secondary school pupils made aware of the implications of subject choices, in relation to future educational, occupational or professional planning?

This must depend on the level of vocational guidance provided within the school, given the relative 'newness' of comprehensive education in the UK and the prior predominance of 'streaming' and selection based on purely academic grounds, where 'implications' were not regarded as a priority.

(h) Are there any work-experience schemes?

Work experience, whereby a school pupil has up to a month working in a local industry or office, is not a new concept, having been experimented with in the 1920s, 1930s and 1950s. Although often stemming from local initiatives and private arrangements with local employers, it is now, as a result of the Holland Proposals (1977), the responsibility of the Youth Opportunities Programme - the Manpower Services Commission's response to the needs of the growing number of unemployed young people.

The most recent statistics available are those of the Department of Education and Science (1973) which stated that only 37% of schools claimed that 'some pupils had work experience'.

(i) Are there any schemes for the secondment of secondary school pupils to technical colleges or colleges of further education on a part-time basis?

Two of the main co-operation ventures between school and technical colleges and further education colleges are the 'taster course' and the more structured 'linked course'. The Department of Education and Science Survey (1973) points out:

> "Taster courses are proving valuable. Such courses are in no sense a form of vocational training, they are pare of the exploratory phase during which young people see for themselves the nature of various opportunities open to them.

A job sampling scheme has been established in an 11-16 comprehensive school. Candidates for CSE and GCE attend the college of further education for a number of weeks, dividing their time equally between various courses, for instance mechanical engineering, electrical engineering and building trades. A secondary modern school (now comprehensive) offers taster courses as an option in the fourth year. They are designed to give each pupil some vocational experience in an occupational area chosen from business studies, artwork and display, building studies and engineering studies. Courses such as these are most effective when they are planned jointly by members of staff of the school and the college respectively, when the school receives from the college an assessment of each pupil's progress and when the college receives from the school subsequent impressions of the value of the course to the boys and girls engaged in it. The 'linked course', whereby pupils who are still at school attend a local college of further education part-time, provides a more structured framework within which to plan these co-operative ventures between school and colleges. Statistics show that some 40% of all schools claim to make such arrangements." (Paragraph 76).

Prof. M. Haritos-Fatouros

## EDUCATIONAL AND VOCATIONAL GUIDANCE IN GREECE

The first serious efforts to introduce the principles of educational and vocational guidance in Greece were made in 1953 almost simultaneously by the Ministries of Education and Labour which have remained the main agents for guidance and counselling in the country. There have been some minor contributions by State or private agencies, for example the Centre for Mental Health in Athens, but their goals and influence are too limited to be considered for the purposes of this report.

The actions taken by the Ministry of Education were few and limited until very recently, as the need for educational guidance at school level was not recognised. This was probably due to the educational system itself. With the exception of an interval between 1964 and 1967, education was compulsory only up to the age of 12, when it was considered too early for guidance. By the ages of 15 to 18 youths had already started working or were too busy preparing for their entrance examnnations for the University.

However the need for vocational guidance beyond school level was recognised. This is shown by the fact that the Ministry of Labour adopted more intense measures, although their effects were somewhat lost since these did not initiate wide and careful programming within school, industry, and the State services. In any event, a wide-spread application of guidance in Greece could not be realised without an adequate number of trained counsellors, psychologists and vocational guidance officers. This was not possible then, nor is it possible now, since the Universities do not provide training in these fields. In the past, both Ministries have made meagre and haphazard attempts to provide for such education, but the needs, despite a limited application of guidance, have not been covered adequately.

The Ministry of Education introduced, in 1953, the subject of educational and vocational guidance to most, not all, Teachers' Academies. At about the same time, the Centre for Vocational Guidance was founded

(L.D. 28473/1953) under the direction of the Ministry's Service for General Education. This Centre, however, has only carried out work on a small number of surveys without ever applying them on a large scale and without publishing their results. The Centre ended its meagre career when the Centre for Educational Research and Further Education was founded in 1975, taking over all matters concerning programming, research and application in primary, secondary and further education. In the climate of general reform following the fall of the dictatorship, the Ministry of Education has undertaken, during the last three years, the major task of reforming primary, secondary and further (particularly technical) education in Greece. As a result, a new law on the 'Organisation and Administration of General Education' was passed in 1976 (L.D. 309/1976) and it is estimated that the resultant system will be working 'at full speed' by 1981.

The lawprovides for a compulsory education of nine years, six years for Primary School and three for Gymnasium or High School. The graduate of High School has four alternatives: - to look for a job if he is facing financial problems, to enter a Technical School (private or State) from which he will graduate as a skilled worker, or he can compete for entrance either to the Technical or the General Lyceum. In the General Lyceum he will again have to choose from the following: the Lyceums of general education, of economic studies and of naval studies. If he enters the Lyceum of general education he will once more have to make a crucial choice during the second year of his studies between groups of subjects which will eventually lead him to one or more University schools.

It is quite obvious that the 15 or 16-year-old youth is forced to take a series of decisions, according to his abilities, which will influence the rest of his life. Irrespective of the theoretical question as to whether all individuals are, from a developmental point of view, equal to take, at the same moment in their lives, these all-important decisions and examinations, each individual is in real need of help to make choices.

The State recognises this need; Article 28, paragraph 6, of the new law provided for the introduction of educational and vocational guidance in schools for the first time in Greece. But the reform has come prematurely with respect to the availability of resources and trained personnel.

These problems are recognised in the report submitted by a Committee which was formed by the Centre for Educational Research and Further Education, immediately after the passing of the new law. The task of this Committee was to study the stages, forms and means for the application of guidance within the framework of the new educational system. Its proposals portray more or less the general philosophy of the governmental agents on guidance, although it is not known yet how far they will finally be accepted and applied by the Ministry of Education.

In the report, guidance is defined as follows: 'Educational and vocational guidance aims at helping the pupil to develop his personality in order to achieve better adaptation at school, at work and in life.' The vagueness and generality of this definition serves a purpose, but we cannot fail to observe from this definition that all the effort is expected to be made by the pupil and no-one else, as is the usual practice with guidance at school level.

In the report the following content is given to guidance:

(a) general information on the economic and vocational structures of the country; and

(b) job specification and descriptions of occupations.

The Committee also proposes the establishment of at lease one Centre for Educational and Vocational Guidance in every town, taking into account the magnitude of student population in each. The Centre will be provided with a moveable unit for schools in distant locations. The personnel of the Centre will apply the programme of guidance in two ways:

(a) in the schools with the use of group tests, educational attainment criteria and group discussions with parents who ask specifically for them;

(b) Analysis and evaluation of individual records and visits to places of work.

Two phases for the application of this programme are suggested. A preliminary phase will last until 1980. At this stage, recognising the obvious lack of trained personnel, the Committee proposes that High School teachers should be trained at the Centre for Educational Research and Further Education for a period of six days. The criteria for selecting the teachers are not well defined, they may belong to any specialisation (e.g. mathematics, leterature), they must know one foreign language and they will have to show interest in guidance, although no particular way of detecting the latter is specified. Their task will be to offer information on job specification and on the economic and vocational structures of the country. They will also train other teachers of local schools, selected for the same purpose. During the preliminary phase, the necessary bibliography and manuals on job descriptions and general economic and vocational factors will be prepared and an experimental use of the specified tests will be undertaken. The second and final phase will start in 1981 and will provide a full-scale application of the guidance programme to all third year pupils of all High Schools in the country.

So far, the Ministry of Education has agreed to start one part of the preliminary phase proposed by the Committee. Guidance will only be applied to a limited sample of schools; the job description manuals will be prepared and sandwich seminars of less than six days will be organised in which mainly heads of schools will take part. The trainees will eventually be asked to give an hour's lesson per week to third-year High School pupils, in which information on job descriptions and economic and vocational background will be offered.

The Ministry of Labour, which is the other major agent for the application of guidance and counselling in thecountry, has been much more active than the Ministry of Education. Already in 1954 the first act on vocational guidance for all industrial workers was passed (L.D. 2961/1954), and the same year the first and only school of vocational guidance was founded (L.D. 30415/1954) but functioned only for two years. The 65 graduates of the school were mainly posted to the Employment Services of the Ministry, where they soon found that they had to limit themselves to mere administrative work or to job allocations at best. This was probably due to lack of adequate general programming, at the time, on the part of the Ministry. Lately, as activity in vocational guidance is expanding and the need for trained personnel has become more pressing, the Ministry has organised a sandwich course for 50 graduates, mostly of law, economics and social science. The trainees were to be employed at the Centres for Adult Training Courses and other vocational guidance services under the direction of the Manpower Employment Organisation, of the Ministry of Labour.

At present, there are 50 vocational guidance counsellors and 50 assistants to the vocational counsellors, two psychologists and six social workers employed at the 14 vocational guidance services located in the larger towns. It is hoped to double the number shortly under new legislation which is being prepared. The counsellors at present employed provide the following services:

(a) They offer free guidance to any individual, organisation or industry asking for it. However, as, by and large, the public is not well informed, few individuals ask for guidance and the organisations and industries usually prefer to do their own selection.

(b) They organise seminars of the informational type for pupils of the first three years and the last year of High School which will in the future be the first year of the Lyceum. Needless to say, the number of schools benefitting from these seminars each year is small and limited to schools in large towns, owing to the inadequate number of counsellors.

(c) They carry out selection procedures for 22 Technical Schools and 84 sandwich courses functioning under the Ministry of Labour, and also for the State Schools for Tourist Vocations.

In order to establish and show the need for the use of methods and techniques in counselling and selection, the Ministry of Labour founded in 1956 the Centre of Psychotechnic Research. The scientific personnel employed in this Centre worked from the start, almost exclusively, on tests constructed or adopted in France by the Institut National d'Orientation Professionelle (INOP) and the Centre de Pschologie Appliquée (CPA). They mainly worked on the following group tests of performance: the Spearman test of Abstract Reasoning, the Terman B, the Progressive Matrices, the McQuarrie test, the Verbal Abilities test, B.V.50, B.V.16 and B.V.9 the test of Opposite Figures, the D.48 B.L.S.4 (spatial reasoning), the T.P.C., the B.2.C. (test of attention), and the M.L.T.D. (transmission of movements test). Also, more individual tests of performance were studied such as Alexander's Performance test, the Wiggly Block test and the Delys test. These studies cannot be critically commented upon, since they have not been published yet.

The Ministry is now preparing a major study on the group test of special abilities B.F.63, originally constructed by the CPA. It will be standardised on a representative sample from the student population of the High Schools and Lyceums of the country. Furthermore, about 100 monographs on various occupations will be prepared shortly, to be used at the Technical Lyceums and Technical Colleges of Further Education.

Finally, the vocational guidance services plan to translate into Greek the International Vocational Code and to prepare a detailed register of all private and State colleges and schools of technical education in the country.

A close collaboration has apparently been agreed between the Manpower Employment Organisation of the Ministry of Labour and the Centre for Educational Research and Further Education of the Ministry of Education. This is undoubtedly a very important decision for the effective application of guidance in the country. It will co-ordinate the quickly expanding educational guidance programme of the Ministry of Education with the programmes on technical education and selection and with data on the labour market provided by the Ministry of Labour.

There are, however, one or two factors which need special attention. Since there is no trained personnel available to carry out the ambitious programme of the Ministry of Education, informational literature and material to be handed to the pupils should suffice at this stage. One hour's lecture per week by virtually untrained teachers will probably be of very little use to the pupils. Three month's intensive summer courses could be planned for the next few years in order to cover the needs of counselling at school level. Needless to say that, for adequate application of counselling at all levels, the Ministry should seriously consider organising studies at University level on vocational counselling and psychology as soon as possible.

The work at the Ministry of Labour is extensive, but is largely limited to technical education and occupations. Moreover, it has been more of the type of selection and allocation rather than guidance and counselling. Work, therefore, needs to expand as far as occupations are concerned and also to other areas such as rehabilitation, particularly of immigrant workers returning, for instance, from West Germany. It also needs to adopt more the form of pure counselling in collaboration with the Ministry of Education, as planned.

Nevertheless, a wide application of educational and vocational guidance has no doubt started in Greece. This is a good sign, not so much for the better use of manpower in the country as for a better life for all working men and women.

**Prof. M.D. Bengalee**

## EDUCATIONAL AND VOCATIONAL GUIDANCE PROGRAMME AT SECONDARY SCHOOLS IN INDIA

### I. THE OBJECTIVES

The main objectives of the programme are to:-

1. Reveal potentialities and limitations regarding the self-involvement of the individual and increase his self-awareness.
2. Help him to channel his efforts to reach excellence both in education and career and thereby fulfil his aspirations and obtain satisfaction in life.
3. Help him to obtain the maximum advantage of environmental opportunities to develop a fuller and more balanced personality.
4. Acquaint him with the ever-changing world of work by providing two years of special curriculum referred to as the 'Introduction to the World of Work' in the regular school time-table.
5. Infuse in him a forward-looking attitude with a strong motive to pursue his plan of action till success is achieved.
6. Bring in desirable changes in curricular and extra-curricular activities to improve educational standards.
7. Guide the headmaster in promotion and selection of staff-members.

The educational and vocational guidance programmes are planned to cover the developmental as well as the adjusting aspects of the individual and to form an integral part of general education.

### II. THE STRUCTURE

Guidance programmes are directly the responsibility of the Ministry of Education. At a centre, the National Council of Educational Research and Training co-ordinates the work of all the states' Educational and Vocational Guidance Bureaux. Each State has provision of at least one Bureau, if not two, to conduct the guidance services in the State schools. These efforts are significantly complemented by the private educational institutions, communities and individuals who provide similar services for their students, communities and others who seek them. The major services provided by the State Governments' Guidance Bureaux are:

1. Collection of information, and dissemination of information by publishing on a large scale for free distribution to the secondary schools.
2. Training of school teachers in the techniques of collection and dissemination of educational/vocational information in order to establish a network of career teachers who would spend about one period a week within the school time-table providing relevant information to school-leavers.
3. Catering for the public need for specific information and for anyone who desires to contact the Bureaux for detailed educational and vocational guidance services.
4. Occasionally conducting psychological testing sessions for entrance into professional schools, selecting pupils for Government scholarships or screening job-seekers for Government services.

The private sector guidance bureaux limit their scope of work to those pupils who belong to their own educational institutions or communities. The elite of society normally seek comprehensive educational and vocational guidance services for their children during their studies at school to enable them to choose a definite career and to excel in a particular branch of study. They also seek to help their handicapped children to adjust to school-life and to adjust to certain observed personal and developmental behaviour problems. Some backward communities, as much as the progressive communities, engage in a high level of fund-raising to help the poor in their community obtain suitable guidance for their own betterment.

## III. TRAINING AND PERSONNEL

In the training programme for guidance personnel, both the Government and the private sector co-operate. Three basic types of training are provided.

1. Career Masters' Training, of three weeks duration, to teach school teachers the techniques of collecting and disseminating information.
2. Training of teachers in the subject "Introduction to the World of Work", which is taught in the last two years of secondary school. The course is a prescribed one and a record of the various activities has to be maintained for two years. Such a course usually lasts for a week to ten days.
3. The Diploma in Vocational Guidance course, which prepares Counsellors for the schools, is a full-time one-year course, following completion of Courses 1 and 2, for teachers who have either a Master's degree in psychology or in education. The course content is both theoretical and practical; three-quarters of the time is spend on practical work, consisting of psychological tests, non-testing techniques and counselling.

Thus three types of guidance personnel function in the schools:-

(a) A Careers Master who is responsible for supplying the pupils with educational and careers information.

(b) The "Introduction to the World of Work" teacher who spends three periods in a week acquainting the pupils with

  (i) the employment market situation;
  (ii) job opportunities; and
  (iii) the potentialities and limitations which he (the pupil) possesses.

(c) Counsellors and teacher-counsellors who usually work with school leavers and help each individual to decide his future plan of action.

The schools which cannot afford full-time counsellors are only able to engage teacher-counsellors who teach normal subjects for most of the time but devote at least half a day a week to guidance work.

Besides guidance personnel working in schools, there are counsellors who have set up their own private bureaux on a consultancy basis for helping school pupils with their educational and vocational problems. A number of schools which cannot afford even a teacher-counsellor, refer individuals to such private bureaux or invite counsellors, from time to time, to conduct educational and vocational programmes in their schools. Besides the private bureaux, a number of social welfare organisations provide guidance services to the community at large, e.g. large industrial organisations, women's organisations, Rotary and the Lions Clubs.

## IV. METHODS AND TECHNIQUES

The educational and vocational guidance programme is covered in three phases:

### 1. Data Collection

Every school pupil has a cumulative record card which is maintained by the teachers and records the development of the child from the time he joins school till he leaves. At the educational 'streaming' stage, questionnaires are sent to parents for their opinion about the child and the educational choice the school has in mind for him. Also, a similar questionnaire is answered by the teachers in consultation with the head of the school. To know what the pupil's own aspirations are, a case sheet is given to him to complete.

During the pre-school-leaving year a full battery of psychological tests is given including tests of intelligence, aptitudes, interests and personality.

### 2. Educational and Career Information

Almost every school has on its staff a teacher called a Careers Master, who is especially qualified in collecting and disseminating educational and career information. The task of acquainting the pupils with the numerous educational courses (the popularity of some, the saturation of others, the inappropriateness of a few, employment opportunity etc.) is entrusted to this teacher. The Careers Master also brings out the employment market situation, e.g. the shortages and surpluses of manpower in various industries, thereby focusing the attention of the school-leaver on various job-specifications and specialisations. Since the introduction of the subject "World of Work" and of work experience projects in schools, first-hand knowledge of some occupations has certainly helped the pupils to decide upon educational courses for further specific training. Care is taken to acquaint the pupils with social welfare agencies which promote 'talent' and offer a number of services to students whom they consider merit them.

3. Counselling

The third phase of the programme is the most fascinating experience both for the counsellor and the student wherein each student is made aware of his potentialities and limitations and how best he can channel these within the ever-changing world of work which is highly demanding. Furthermore, he is assisted to pursue his plan of action and obtain the maximum advantage from the environment in which he lives. Lastly, his personality adjustment problems are looked into and necessary help rendered to make sure that he steps out of the school psychologically prepared for his 'outward journey'.

Emphasis is put on personal and social adjustment when counselling the individual for educational choice, for if the student is well-balanced and adjusted educational decisions will be precise and prompt; but if he is maladjusted or has developed aggression, neuroticism or unhealthy interests, the best of educational and vocational guidance programmes will not succeed. In cases where the counsellor notices a certain discrepancy between the parents' expectations and the child's choice of a career, or where maladjustment arises from the home environment, parents are invited for a couple of sessions to sort out the difficulties or to have explained to them their specific role in the healthy development of the child.

In India, the entire guidance service is a very personalised service more with a social bent than commercial. So far no agency either

Government or private has ventured on a computerised information service. The entire programme at the Government level in the various schools is financed by the Ministry of Education through the various departments of education. In the consultancy and private practice, a nominal fee is charged to cover the counsellors's expenses. The Government has to vet the private bureaux and therefore there is no chance of the private sector of the guidance services making a profit.

## V. RECOMMENDATIONS

1. There is need for greater awareness on the part of principals of schools and parents, to supervise and demand the guidance services respectively.
2. Greater effort is required through parents-teachers' associations to bring the teachers and parents together to understand one another better and to develop right attitudes towards guidance programmes.
3. The Government, besides providing guidance service from their own budget, should also provide incentives to the private bureaux and public at large to conduct these services with a marginal subsidy or grant.
4. The guidance programme should be evaluated yearly in terms of benefits to the educational institutions in general and the individual pupil in particular.
5. Every teachers' training programme should have a basic component of guidance services in their curriculum with practical and experimental work on how to maintain complete records of the pupils and how to conduct job-analysis studies.

Prof. Virginia Luviano-Bosdet
Prof. Ricardo Blanco B

# THE SITUATION OF EDUCATIONAL AND VOCATIONAL GUIDANCE IN MEXICO

Educational and vocational guidance in Mexico must be seen against the background of the general educational situation of the country. There are five levels of education, namely:

1. Pre-school education;
2. Primary education;
3. Intermediate education - basic cycle (secondary education);
4. Intermediate education - higher cycle (preparatory education);
5. Higher education.

Nearly four million pupils (18%) remain at the primary education level without going on to another level, and only 10.89% of the potential demand for higher education is met.

Moreover it is relevant that 4.36% of the Gross National Product of the country or 17%[1] of the direct Budget, is spent on education. These figures apply to the 16,598,000 children who in 1977 received the greater part of their education free, financed by the government.

From this overall view it can be deducted that educational and vocational guidance programmes cannot have priority while there are such urgent problems to resolve as illiteracy.

Nevertheless, there are considerable programmes of guidance provided by the state at a national level, in the fields of secondary education, preparatory education and higher education.

There are no data - at the national level - to facilitate a more objective view of this matter in Mexico.

No guidance is provided by some schools, in contrast with others where the provision of guidance is sophisticated and well organized.

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[1] Secretariat of Planning and Budget Estimates (information published in PROCESO, MEXICO, No 62, 9 January 1978).

The report does not include pre-school education, nor some training schools of the intermediate education sector such as the colleges of Baccalaureat, vocational colleges, colleges of Science and Humanities (C.C.H.) public and private universities of the interior of the country and the National Polytechnic Institute.

## OBJECTIVES

The objectives of the Mexican educational system are stated as follows: "Integrating the country into a worthy and conventional unity throughout the educational process."[2]

From the principles already mentioned, it is easy to understand the general objective of the Educational and Vocational Guidance Service which can be summarised as follows:

To promote the complete development of the student to help him use his capacities, knowledge and personal characteristics in the social and family environment.

## LEGAL BASIS

Article 30 of the Constitution (Appendix 1) and article 20 of the Federal Law of Education apply to every level of education.

I. PRIMARY EDUCATION (6 years and 12,500,000 enrolments)

There are no programmes of vocational guidance, only of educational guidance; these are provided as "intra curricular" work which must be performed by teachers as part of the general programme of work.

There is no system of co-ordination to organise or evaluate this work. Selection and remedial activities can be offered and some cases can be referred to specialized institutions. It is not known whether psycho-pedagogical tests are used, but if so this can only be upon the initiative of the teacher.

Generally speaking the most notable services of educational guidance are centred on the Federal District and two or three towns of the interior of the Republic, including Monterrey and Nuevo Leon.

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[2] Michel Guillermo, Ecology of the Organisation, Trillas, Mexico, 1975 p. 268 (see pp. 296-302

## II. BASIC INTERMEDIATE EDUCATION (3 years and 2,143,00 enrolments)

The programme is developed by the National Educational Guidance Service (SNOE)[1] which controls the Technical Secondary Schools of the country, with approximately 600,000 students; of these, 150,000 are in the third year and are regularly attended by this service with the 16,000 pupils of the 43 Experimental Schools.

The students are distributed among the following schools:

| | | |
|---|---|---|
| 1. | Technical Secondary Education | 655 |
| 2. | Industrial Secondary Education | [illegible] |
| 3. | Experimental Schools | 43 |
| 4. | Others | 81 |
| | Total | 1,079 |

## IIII. GENERAL SECONDARY SCHOOLS

These have a population of almost 1,260,257[2].

Out of school, external consultations deal with 3,000 cases annually and provide psychotechnical examinations. The demand comes mainly from pupils wishing to enter the next higher education level. The second important group consists of students of preparatory education.

Guidance is also offered to students prior to transfer into the higher education level. Two kinds of programme are provided:

(a) An experimental programme in 43 Technical Secondary Schools;[3]
(b) A general programme, which embraces all other secondary schools.

### Methods and Techniques

1. The National Educational Guidance Service (SNOE) issues directives for different levels. This information does not include any description of careers and their prospects or the aptitudes required for them.

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[1] Information given by the Director of the SNOE, Sara M. Zendejas.

[2] Preliminary information given by the Secretariat of Planning and Budget Estimates, 1977.

[3] Mexican Experimental Secondary School - First information SEP. Mexico, 1976.

2. There are specialised institutes such as Child Guidance Clinics, clinics for hearing impairment, Institutes of Medicine, special and vocational centres for private practice.

3. Tests are used by some members of the National Educational Guidance Service and these include tests of abilities = Otis, Two-Dimensional and Three-Dimensional aptitude; Anabgies of MBLI; Technical Aptitude Form A and B of [illegible]; Aptitude in Administration; "Serial of Feo del Olmo and Numerics of L.M. Zendejas".

## II. HIGHER INTERMEDIATE EDUCATION (2 or 3 years and 822,000 enrolments)

The General Board of Vocational Guidance of the National and Independent University of Mexico City (UNAM, DGOV)[1] is developing a programme which embraces nine Training Schools. These Training Schools have approximately 110,000 students and each works two shifts. In each shift there is a Head of Department and six psychologists who are also counsellors. Thus we have a total of 18 Heads of Department and 54 psychologists.

The Human Resources Guidance Committee's (COEH)[2] Programme of the Secretariat of Science and Technology embraces the federal preparatory schools with approximately 500,000 pupils in 140 Training Schools.

In 1977 this Secretariat undertook a programme in order to coordinate the activities of vocational guidance and integrate them into the curriculum and adapt them to the true characteristics of the country. This programme will be carried out in 12 of the 140 Training Schools and will then be extended to others within about a year. There are two different kinds of programme:

(a) Traditional (T) programme;
(b) Experimental (E) programme.

a) The legal basis previously mentioned as well as the law on federal public administration lay on the SEP and the duty of providing a system of vocational guidance.

b) T = To evaluate interests and aptitudes: to provide information about careers: to advise upon the necessary guidance and relevant school work.

E = To co-ordinate group programmes; to examine group dynamics; to initiate visits to educational institutes and to evaluate the results.

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[1] Information from the General Board of Vocational Guidance of the National and Independent University of Mexico City. Pablo Reyes.

[2] Information given by the Deputy Director of Higher Education, Science and Technology of SEP, Elisa Mendoza Sarmiento.

c) T - With 730,000 pupils, there is only the possibility of selective and remedial guidance.

[illegible] - According to the enrolment figure, it is foreseen that the programme can embrace most of the pupils in a group guidance programme within one year. Mass means of communication are envisaged (TV, radio, printed information etc.).

d) Experimental psychologists, professions in different fields (audio-visual, printed information, etc.), teachers, sociologists, social workers, social anthropologists, doctors, engineers and administrators.

Methods and Techniques

a) Instruments in use include: in the area of Intelligence - Dominos, [illegible], D.A.T.: Interests - KUDER and HERRERA and MONTES. The programme is based upon the appreciation of the student's qualities, through the medium of group techniques. The use of tests differs with the professional competence of the counsellor.

b) A guidance programme is being established through the mass media of communication.

## V. HIGHER EDUCATION (4 or 5 years and 528,000 students)

Most guidance services of higher educational institutions have a clearly defined structure and are independent of the teaching staff. This is the case with the Directorate of Vocational Guidance (DGOV) of the UNAM, the Psychological Guidance Centre (C[illegible]) of the Ibero American University (UIA), and the guidance services of the Metropolitan Independent University (UAM).

There is no information about how many public and private universities have a guidance service, though it is known that most universities lack such services. Some schools have the advantage of such a service but others are without any facility for educational and vocational guidance. The University of Mexico City has 36 counsellors for 150,000 students. Approximately 4,000 cases are referred to the psychological service.

The Metropolitan Independent University[1] also offers guidance services with a clinical focus. The service deals with about 3,000 cases.

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[1] Information given by Laura Flores, Director of the Guidance Service of the UAM, Xochimilco.

The Psychological Guidance Centre[1] of the Ibero American University employs six psychologists who are also counsellors and five other psychologists as assistants; together they serve 6,082 students.[2]

Every year about 4,000 persons use the service as follows:

| | | |
|---|---|---|
| 1. | Entrance examination: | |
| | Special cases, Interviews | 2,000 |
| | Special entrance examinations | 800 |
| | | 625 |
| 2. | Studies about change of career | 149 |
| 3. | In studies | 217 |
| 4. | Internal counselling on vocational guidance studies | 200 |
| | Total | 3,991 |

TESTS AND TECHNIQUES

Tests applied and in continued use: - (a) Intelligence = Domino's, [illegible]; (b) Differential Aptitudes, DAT; (c) Artistical Aptitudes; [illegible]; (d) Interests = [illegible] de [illegible] and [illegible]. (e) Personality = [illegible], Human Figure of MACHOVER.

(a) Intelligence = ABSTRAT (d) Interests = [illegible] and [illegible]
(e) Personality = Personal Problems Inventory from Mooney, Forms of [illegible] and uncomplete sentences of SACKS. - Basic questionnaires. Tests of general knowledge.

Artistic Aptitudes = Artistic appraisal of MEIER and Drawings of C. [illegible]
(d) Interests = self directed search of J. HOLLAND (e) Personality = Forms of House, Tree, Person (H,T,P), Edwards Personal preference schedule. Occasional Tests about auto-concept (Tennessee and Personal Orientation Inventory (POI), and about planning ([illegible] and [illegible]) - "Test [illegible]" of Lauretta BENDER. These tests are applied by Counsellors (U.A. - UIA) to those students who ask for a change of career. [illegible] - They are used on first admission students.

RESOURCES

At present it is impossible to know what percentage of the Gross National Product is allocated for education as a whole (4.26%).

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[1] Information given by the Deputy Secretary of the Vocational Guidance Service of the UIA, Virginia [illegible].

[2] Enrolment 1977-78. Information from the Calculation Centre of the UIA.

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There are no figures relating to the ratio of students to guidance counsellors at the national level. For that reason we give unofficial information based upon estimates from the data given by the different institutions. On this basis the ratio of students to counsellor is as follows.

| | | |
|---|---|---|
| 1. | Basic intermediate education (SEP) | 660 |
| 2. | Higher intermediate education (UNAM) | 1,667 |
| 3. | Higher education - UNAM | 4,167 |
| | UIA | 553 |

APPENDIX

Article 30 of the Constitution

The education offered by the state (federation, states, municipalities) will have the aim to develop in a harmonious way the faculties of the human being and will enhance the love of his country, the consciousness of international solidarity, independence and justice.[1]

Frac. VI - Primary Education will be obligatory

VII - All education provided by the state will be free of charge.

Federal Law on Education[2]

Article 17 In Spanish but not translated.

Article 20 - The fundamental objective of the educational system is the student's formation.
In order to attain the development of his personality the educational process must stimulate his initiative, his feeling of social responsibility and his creative mind.

Resolutions and Recommendations from CHETUMAL[3]

I.I. To promote activities which lead to the formation of habits and desirable activities with regard to the preservation of life and the physical and mental health of the student.

[1] Political Constitution of the United States of Mexico.

[2] Federal Law on Education, SEP, Mexico.

[3] Basic Intermediate Education, SEP, Mexico, 1974.

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1.14. To go deeply into the consciousness of the student with regard to his complete development and his adaptability to the family, educational and social environment. All this in order to guide his capacities, interests and propensities and also to help him to attain his complete personal fulfilment.

2.2. The plan of studies and its changes must include both curricular and extra-curricular activities which extend the physical limits of the school in order to execute its function of guidance and training.

2.4. The educational guidance process of apprenticeship must take account of the characteristics of the student.

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**Prepared by the Manpower Department of the Ministry for Social Affairs, with the co-operation of the N.A.V.G.**

## VOCATIONAL GUIDANCE AND OCCUPATIONAL INFORMATION IN THE NETHERLANDS (1974)

Prepared by the Vocational Guidance Division and the Division for Occupational Research and Occupational Information of the Manpower Department of the Ministry for Social Affairs, with the co-operation of the Netherlands Association for Vocational Guidance and - as far as Part III is concerned - of the Netherlands Association of Careers Masters.

## I. INTRODUCTION

This survey is a summary of the activities of the various institutions engaged in vocational guidance in the Netherlands, which aim at rendering individual assistance as regard the choice of school or field of studies or occupation to any person who feels the need for such advice. This assistance is given in the interests of both the individual concerned and of society at large. Apart from vocational guidance in the strict sense of the word (see Part II), 'occupational information' also has come into being, i.e. the giving of information on occupational possibilities and training facilities (see Part III).

In the Netherlands there is complete freedom with regard to: whether or not a person seeks information or advice concerning the choice of a school, field of study or occupation; the choice of the authority to give the information; and whether or not the advice is followed.

## II. VOCATIONAL GUIDANCE

(Guidance when choosing a school, field of study and profession)

### 1. Organisation of vocational guidance

Vocational guidance in the Netherlands is provided by:

(a) vocational guidance departments of district employment offices (district employment offices are run by the State; they come under the Manpower Department of the Ministry for Social Affairs);

(b) municipal vocational guidance bureaux;

(c) special vocational guidance bureaux;

(d) private psychological institutions;

(e) school selection advisory services.

## Vocational Guidance Divisions of District Employment Offices

For every 45 district employment offices there are one or more vocational guidance officers employed. As a rule their activities are not limited to the area of their own district employment office but extend to several neighbouring district employment offices and branch offices which do not have vocational guidance officers at their disposal. Where necessary, they are available for consultation on certain days in those areas. The vocational guidance officers receive directives and instructions from the Manpower Department via the provincial employment offices and the directors of the district employment offices.

The task of the vocational guidance officers if threefold:

(a) giving vocational guidance and advice on possible fields of study to all persons applying for advice to a district employment office;

(b) on behalf of the placement division of the district employment offices, they examine registered job-seekers (including disabled persons) to determine what occupations are suitable for them;

(c) examining applicants for the Vocational Training Centres for Adults to assess their suitability to attend a technical training course (selection).

The central service of the Manpower Department has a vocational guidance division, which is headed by a chief psychologist. In this division several psychologists are employed to take charge, amongst other things, of the technical-psychological supervision of vocational guidance officers.

## Municipal Vocational Guidance Bureaux

The number of municipal vocational guidance bureaux is very small. They are affiliated to the Netherlands Association for Vocational Guidance.

## Special Vocational Guidance Bureaux

This category mainly comprises denominational bureaux on a Roman Catholic or Protestant-Christian basis. However, there are also special bureaux on a non-denominational basis. They all work on a non-profit basis and they are private organisations possessing legal personality. Nearly all special bureaux are affiliated to the Netherlands Association for Vocational Guidance.

The Netherlands Association for Vocational Guidance promotes the common interests of all vocational guidance bureaux affiliated to it. It represents the special and municipal vocational guidance bureaux in their contacts with the Ministry for Social Affairs about all matters regarding vocational guidance and occupational information. The areas covered by the special bureaux are widely different for each bureau. There are bureaux which confine their activities mainly to the town where they are located and the immediate surroundings, other bureaux cover part of a province and some bureaux cover more than one province. A few bureaux even get their clients from all over the country. The organisations which run one or more vocational guidance bureaux and want to receive a subsidy from the State are required to limit their activities to giving vocational guidance and occupational information. Consequently, they are not allowed to operate in other fields (such as personnel selection on behalf of employers, giving educational or industrial psychological advice).

## Private Psychological Institutions

These are institutions which are run by one or more psycholgoist. They do not receive a subsidy from the State. As a rule vocational guidance forms part of their activities, their other activities consisting of personnel selection, giving industrial psychological advice etc. Some of these institutions are affiliated to the Netherlands Association for Vocational Guidance mentioned above.

## School Selection Advisory Services

School selection advisory services are increasingly engaged in giving advice on the type of school most suitable for children leaving the primary school. In this respect the school selection advisory services have entered the long existing field of the vocational guidance institutions. The possible future extension of these activities to include vocational guidance cannot be excluded. Ways are being sought to combine and/or allocate the work between these two types of institutions. Several Ministries are concerned with these problems. As a result, the district employment offices have refrained from giving school selection advice to pupils of primary schools.

## 2. Scope and Nature of Vocational Guidance

According to the statistics relating to school selection guidance and vocational guidance published by the Central Bureau of Statistics, the number of times advice was given by the vocational guidance institutions (exclusive of school selection advisory services) in 1972 amounted to:

| | Number of times advice was given |
|---|---|
| Divisions of District Employment Offices | 32,482 |
| Municipal Bureaux | 3,494 |
| Protestant-Christian Bureaux | 24,653 |
| Roman Catholic Bureaux | 29,674 |
| Non-denominational Bureaux | 61,532 |
| Total | 151,835 |

In former years vocational guidance bureaux in the Netherlands mainly offered school selection advice to pupils of primary schools. The special vocational guidance bureaux still give most of their time to this.

At present there is a tendency among vocational guidance institutions to direct their activities increasingly to colleges for further education. Particularly in the highest grades of these schools the need is felt for vocational guidance in the real sense of the word. In this connection it should be mentioned that school selection advisory services tend to occupy themselves with the pupils of primary schools.

The proportion of advice given by the vocational guidance divisions of the district employment offices has always been relatively high, as these offices have always been available to job-seekers. The district employment offices have entirely discarded the activities connected with school selection guidance.

## 3. Financing the Vocational Guidance Bureaux

The chief sources of income of the vocational guidance bureaux are:-

(a) fixed contributions paid by applicants for advice or their parents or guardians;

(b) contributions from the public authorities (State, provinces, municipalities).

### Vocational Guidance Division of the District Employment Offices

For individual interviews of private individuals and for group consultations examinations in schools, a fee is charged. There are four tariff groups. If the financial circumstances of those concerned warrant it, the director of the district employment office may waive or reduce the fee. No fee is payable for the examinations made in the course of placement work. The cost of these examinations, as well as that part of the cost of other examinations not covered by fees, is borne by the State.

### Municipal Vocational Guidance Bureaux

These bureaux generally charge a fee according to the ability to pay. That part of the cost not paid by the applicant is paid by the municipality concerned. The municipal bureaux are not covered by the State subsidy scheme for the (special) vocational guidance institutions.

### Special Vocational Guidance Bureaux

These bureaux also charge a fee. However, the tariff systems and the amount of the fees are not equal. The bureaux are free to fix their fees as they think fit. Individual applicants are mostly charged in accordance with their ability to pay, while for group examinations in schools in most cases an equal amount for each pupil is charged.

Since 1952 the State (Ministry for Social Affairs) has subsidised the special vocational guidance institutions that have legal personality and work on a non-profit basis. On 1st January 1962 a new subsidy scheme came into force. The subsidy amounts to 70% of the operating costs on the understanding that the operating costs shall not exceed what the State spends on the vocational guidance bureaux run by the State.

The purpose of the State subsidy scheme of 1962 is to enable the special vocational guidance bureaux to charge a moderate fee so that large sections of the population can avail themselves of their services.

A number of municipalities contribute towards the cost of examinations in schools so that the fees payable by the parents can be reduced.

## Private Psychological Institutions

These institutions do not receive any contribution from the State or from private organisations. Consequently, they have to charge a higher fee than the other vocational guidance institutions.

## School Selection Advisory Services

As a rule the advice given by the school selection advisory services if free of charge. The costs incurred are paid by the municipalities which have created or subsidise these services. The State (Ministry of Education and Sciences) has made a start with granting subsidies to school selection advisory services.

## 4. Personnel of the Vocational Guidance Bureaux

The following categories of officials are employed by the vocational guidance bureaux:

(a) vocational guidance officers;

(b) assistant vocational guidance officers;

(c) psychologists;

(d) assistant psychologists;

(e) clerical assistants;

(f) doctors.

The different types of bureaux do not all avail themselves to the same extent of the services of the officials mentioned above.

A training course for vocational guidance officers is provided by the Academy for School Guidance and Vocational Training at Tilburg (a vocational training school, higher level). The full-time training course starts in August and takes three years and five months. The requirements for admission are:

1. a school-leaving certificate issued by a school for secondary general education at higher level or a vocational training school at higher level;
2. attendance at one of the introduction days;
3. a positive evaluation discussion with one of the lecturers at the Academy.

A strict age-limit has not been fixed but maturity is one the criteria for admission. Annually 50 to 60 new pupils are admitted. The curriculum comprises, a knowledge of the various educational institutions and occupations, psychology, education, sociology, knowledge of the various religious denominations and philosophy, theory of change, systematic occupational information, practical application of psychological testing, interviewing techniques, counselling methods. The third year of study involves two five month periods of practical work in vocational guidance institutions. Tuition fees are levied in accordance with the Act on School and Tuition Fees of 1972.

The part-time training course commences in January and takes four years, lessons being given one day a week, provided there are sufficient course members and sufficient employment opportunities for those trained. The requirements for admission are similar to those for the full-time training course, but in addition an age-limit has been fixed: normally the trainee should not be under the age of 23.

The curriculum comprises the same theoretical and practical subjects as the full-time training course. After two years of study the trainees should be employed as assistant vocational guidance officers.

The official certificate of proficiency for the vocational guidance officer is granted by the Committee Certification Vocational Guidance Officers, if certain requirements in respect of training and practical experience have been met. Those who have completed the full-time course as a rule receive this certificate without having to pass an examination, on the basis of their final certificates.

Most of the vocational guidance officers now employed at the employment offices received their training at one of the part-time courses, which for more than 20 years were provided by the Social Work Training Foundation at Haarlem. From 1957 this was a three-year course. Early in 1971 the Academy at Tilburg took over the part-time course.

The psychologists employed at the bureaux have had a university training and as a rule they graduated in psychology at one of the universities in the Netherlands. After having gained practice in vocational guidance for two years, they may obtain the certificate of proficiency for vocational guidance officer, but they are required to pass an examination in the organisation of the educational system and in the knowledge of occupations. There is no special course for assistant psychologist. However, those who work as assistant psychologist may take an examination conducted by the Netherlands Institute of Psychologists.

## Vocational Guidance Divisions of the District Employment Offices

The State employs approximately 130 vocational guidance officers and assistant vocational guidance officers.

The central service employs a few full-time psychologists (seven in 1974), who assist the vocational guidance officers. In addition, a psychologist is attached to most district employment offices with a vocational guidance division, whose primary taks is to give advice on a number of 'problem cases'. These psychologists attached to the employment offices (approximately 30) work part-time and receive a fee for each investigation carried out by them. Should a medical examination be necessary, the vocational guidance officers of the employment offices may call upon the medical advisers in the employment of these bureaux. One or more clerical assistants are attached to the vocational guidance divisions of the district employment offices.

## Special and Municipal Vocational Guidance Bureaux

The number of persons employed by these bureaux are widely divergent. The number of vocational guidance officers employed by all these bureaux together is smaller than the number of those employed by the district employment offices, though the number has increased over the years, both relatively and in absolute terms. On the other hand, the number of psychologists employed is comparatively large.

In about half of these bureaux the psychologist also works as a vocational guidance officer.

All-in-all, the special and municipal vocational guidance bureaux employ approximately 75 psychologists and 200 vocational guidance officers and assistant vocational guidance officers. All bureaux employ one or more clerical and psychological assistants.

## Private Psychological Institutions

These institutions are mainly staffed by psychologists and assistant psychologists. The large institutions also employ clerical workers.

## In-Service Training Courses

For the benefit of the vocational guidance officers employed at the vocational guidance bureaux refresher courses are organised from time to time. Every year a selection of the officers of public and private bureaux take part in these courses in order to keep abreast of developments in their profession.

## 5. Methods of Investigation Applied by the Vocational Guidance Bureaux

The question is: how does a vocational guidance bureau arrive at conclusions regarding what advice to give concerning the choice of a field of study or occupation?

In order to give advice, the vocational guidance officer should;

(a) know the person for whom the advice is meant;

(b) have some knowledge of the possibilities in the field of occupations and training

After the vocational guidance officer or the psychologist has formed a sufficient idea of the potentialities of the person seeking advice, he will look for training courses and/or occupations or types of occupation in which the aptitude of the candidate can be given full scope. Subsequently, he gives his considered advice. Of course the person seeking advice is free to follow the advice given to him or not. Lately discussions have been held as to the desirability of new methods of vocational guidance ('counselling'), confining the psychological examination to an assessment of the academic and potential interests of the person concerned. This method is intended to help the person seeking advice to take a decision as independently as possible. For this purpose he is given relevant information (including data concerning psychological tests and occupational information).

Forms of Investigation

(a) Private tests. These are tests carried out on behalf of persons who apply to a vocational guidance bureau individually.

(b) Tests extending to the school as a whole. These investigations are carried out at the request of a parents' committee, a school board or a headmaster or director of a school (subject to the permission of the parents) on behalf of a group of pupils of the school concerned. As a rule these investigations are carried out in the school rather than in the vocational guidance bureau.

(c) Tests carried out in the interests of placement work (including the placement of the handicapped), and the testing of persons in institutions, such as sanatoria, prisons, probation homes and homes for the treatment of maladjusted youngsters. These tests are provided only by the district employment offices.

Special institutions for vocational guidance wishing to be eligible for a State subsidy should observe certain requirements laid down with regard to the investigation. The same requirements apply to the vocational guidance divisions of the district employment offices.

The subsidy scheme distinguishes six types of investigation. For each type the scheme specifies the minimum composition of such investigations. Thus the basic type of investigation comprises:-

(a) an oral interview with the person seeking advice (i.e. the person who is to be investigated);

(b) a psychological test (as a rule partly written and partly oral);

(c) an informative discussion with the person seeking advice i.e. the client;

(d) the drawing up of and documentation of reasons for this advice;

(e) the preparing of a written advice, which - but for a few exceptional cases - should be preceded or followed by a discussion with the person seeking advice i.e. the client and/or the person on whose behalf the advice is asked.

Some other types mainly relate to the testing of grades of school children. In this case a written test of the class as a whole is primarily required (after the parents have given their consent). This is sometimes followed by an oral interview with an individual psychological test of each child, but there is also a type simplified in such a way that the testing of the child is limited to a written test for the class as a whole.

One type of guidance does not include a psychological test, the conclusion being mainly based on an interview with the person on whose behalf the advice is asked.

For various parts of the investigation the subsidy scheme makes provision for a minimum length of time or a minimum average length of time. On the other hand the bureaux should not spend too much time on the investigations. A vocational guidance institution is expected to perform at least 260 investigations of the basic type per man-year (based on the number of qualified staff).

Furthermore, the subsidy scheme specifies, for most parts of the vocational guidance test, by whom (psychologist, vocational guidance officer, etc.) the test is to be administered. Nevertheless, there are certain differences in the allocation of work between the officers of the various institutions.

### Vocational Guidance Divisions of the District Employment Offices

Both the written and the oral part of the investigation is performed by a vocational guidance officer, who for this purpose makes use of simple psychological tests. In cases presenting difficulties of a psychological nature the vocational guidance officer should enlist the aid of one of the psychologists of the central service, or of a free-lance psychologist attached to the service. He deals with the other cases independently (under the supervision of the psychologist).

### Special Vocational Guidance Bureaux

In former years the psychological test at the special bureaux was entirely performed by psychologists. Later on the vocational guidance officers increasingly took part in it, but a number of special vocational guidance bureaux still have more psychologists in their service than the district employment offices. However, the allocation of work in respect of the tests extending to the school as a whole is in most special bureaux similar to that of the district employment offices. Assistant psychologists assist in carrying out the tests.

### Municipal Vocational Guidance Bureaux

There are only a few municipal vocational guidance bureaux and they are not covered by the State Subsidy Scheme for the special vocational guidance institutions. Consequently, they do not have to meet the requirements laid down in the scheme. Their methods of operation vary widely.

### Private Psychological Institutions

As a result of the nature of these institutions, which are not subsidised either, the emphasis in private institutions is to a considerable extent placed on the psychological test, which usually comprises a written and an oral part.

### 6. Supervision of the Vocational Guidance Bureaux

In 1960 the Minister of Social Affairs and Public Health appointed a State Inspector for Vocational Guidance. This officer is in charge of the supervision of the special vocational guidance bureaux subsidised by the State. In principle he also has the supervision of the vocational guidance divisions of the district employment offices. The task of the inspector is mainly of a technical nature; he investigates whether the bureaux receiving a State subsidy meet the requirements laid down in the State SubsidyScheme, in particular as far as the method of operation is concerned, and he advises the Minister with regard to the subsidies to be granted. The above requirements also contain the directives for his supervision of the vocational guidance divisions of the district employment offices. Furthermore, the State Inspector acts in an advisory capacity in a general sense in the entire field of vocational guidance. He attends the meetings of the Council for Vocational Guidance and he often took an active part in the consultations in various committees and working parties of this Council. In 1974 a second inspector was appointed, who is exclusively in charge of the supervision of the vocational guidance divisions of the district employment offices.

### 7. Research on behalf of Vocational Guidance

At the central service of the Manpower Department there is a section which, under the direction of a research psychologist, is engaged in research into test methods (improvement of tests, designing and testing new tests, determination of standard scores, etc.). If necessary, this section also performs other research in the field of vocational guidance and regarding the selection of candidates for the vocational training centres for adults. This type of research is also to a limited extent performed by scientific institutions of various universities and occasionally be special vocational guidance institutions. The Ministry for Social Affairs has often commissioned scientific institutions to carry out certain investigations.

## 8. Council for Vocational Guidance

On 30th May 1963 an Act came into being (Bulletin of Acts, Orders and Decrees No. 247) which provided for the establishment of the Council for Vocational Guidance. This is a permanent advisory committee for the Government as far as vocational guidance is concerned, including occupational information. The Council is nearly 50% composed of experts in the field of vocational guidance and occupational information, viz. representatives of the vocational guidance bureaux of the State and representatives of the special bureaux for vocational guidance and of the professional associations of vocational guidance officers. In addition, the Council comprises representatives of two Ministries and of organisations which are considered to have an interest in vocational guidance, such as employers' and workers' associations, women's associations, educational centres, organisations for social work and the Netherlands Association of Careers Masters. To prepare recommendations to be submitted to the Minister of Social Affairs concerning the policy to be pursued in the field of vocational guidance, the Council establishes committees and working parties. A report of the activities carried out by the Council is presented to the Minister every year.

## III. OCCUPATIONAL INFORMATION

(Information on occupational prospects and training possibilities)

In Part II, Section 5, it was stated that a knowledge of the occupational prospects and training possibilities is required in order to give advice with regard to the choice of occupation or field of study. The vocational guidance counsellor uses this knowledge not only when preparing his advice, but often also during the investigation when he gives advice to the applicants, as in many cases they know little about the occupations and training possibilities brought up for discussion by the vocational guidance officer. The giving of information about occupations and training possibilities, whether by vocational guidance officers or by others, is called occupational information. It is highly desirable that the children and their parents, who have to choose an occupation or training course, should be given timely information about the possibilities that are open to them. This information should be given well in advance of the moment when they actually have to make their choice. In a number of cases the need will then no longer be felt for vocational guidance advice. However, occupational information is also of great importance in those cases where individual vocational guidance is requested.

Occupational information is being organised systematically to an ever increasing extent. It is given to pupils from every type of school who have to make a choice with regard to further education. For the parents or guardians it is also appropriate that they should know about the possibilities that are open to their children.

In order to be able to give occupational information, instructive documentation is required, for the benefit of both those asking for information and those giving the information.

1. Organisation of Occupational Information

(a) Occupational Information given to Young Persons

In the Netherlands occupational information and vocational guidance are organisationally independent of each other. This organisational set-up, which differs from that in neighbouring countries, has developed from the employment office set-up. In the 1950s the demand for occupational information to be supplied by the employment offices increased to such an extent that it became an extra burden on the officers in charge of the placementof young worker and the vocational guidance officers. In order to guide this active development and expansion into proper channels, the management of the, then, State Labour Office decided to grant an official status to the activities concerned (in 1960). These activities were entrusted to the officials in charge of the placement of young persons, who in consequence of the expansion of their duties were granted the status of occupational information officer (in 1965).

Occupational information is given by both public authorities and private institutions. Until now it has been chiefly given by officials paid by the State. In addition to the occupational information officers, mention should also be made of the careers masters in various types of schools. Careers masters are teachers who, in addition to teaching are in charge of giving guidance to their pupils as regards the choice of field of study or occupation.

Careers masters are affiliated in the Netherlands Association of Careers Masters. In the course of the years a close co-operation has developed between careers masters, vocational guidance officers of both private institutions and of the employment offices and the occupational information officers of the employment offices.

Until recently the part played by private vocational guidance bureaux compared with collective guidance was only small, for reasons explained under (4) below.

In the Netherlands vocational guidance is given with the aid of the most modern equipment. Audio-visual equipment is being used on a large scale: flannelboards, colour slides, films and television. In addition, there is a large quantity of written educative material. Exhibitions are also organised. Occupational information is being provided gradually by means of properly organised parents' evenings, excursions to companies and periods of practical experience in companies. The greater part of the documentation was prepared for the Manpower Department of the Ministry for Social Affairs. It is not only used by the officials of this Department, but also by careers masters and private institutions.

When giving occupational information to young people, a distinction can be made between collective and individual information.

Collective Occupational Information given to Young People

In the Netherlandsthree phases can be distinguished regarding collective occupational information mainly given in schools, viz.

(a) preparatory guidance;

(b) general occupational information; and

(c) specialised occupational information (see under 5 below).

Individual Occupational Information given to Young Persons

As far as school children are concerned this information is given by careers masters and, if necessary, by the occupational information officers of the employment offices and the staff of the private institutions for vocational guidance. In many cases this information results in the choice of an advanced vocational training course.

(b) Occupational Information given to Adults

A clear distinction should be made between the information given to adults for themselves and the information given to adults for the benefit of their children. As regards the former, in the Netherlands this is only done on a modest scale and it is not done systematically.

As regards occupational information given to parents concerning the vocational choice of their children, the situation is more favourable, although here too a conviction has grown that more attention should be paid to these activities.

2. Scope of Occupational Information

Some figures relating to the collective occupational information given in 1972 by the district employment offices are given below. (Hardly any data has been collected with regard to the scope of occupational information given by private bureaux and by careers masters.) The information was given in the form of:

| | |
|---|---|
| occupational exhibitions | 511 |
| guidance given to the class as a whole | 2,074 |
| parents' evenings | 334 |
| meetings attended by pupils and parents | 154 |
| visits to firms | 50 |
| other activities | 736 |
| Total number of activities | 3,859 |

The number of school children who were given vocational guidance in 1972 amounted to 169,623.

## 3. Financing Occupational Information

### District Employment Offices

The amount 'earmarked' for vocational guidance in the State budget is unknown, since this amount is included in an item of the budget which comprises the total running costs of the employment offices.

Some indication of the amounts spent on public vocational guidance may be got from the item of the budget for the Division for Occupational Research and Occupational Information, which rose from Gld.310,000 in 1965 to Gld.700,000 in 1971. In 1972 this was reduced to Gld.550,000 and it has been stipulated that this amount should not be increased in the next few years.

### Special Vocational Guidance Bureaux

The State Subsidy Scheme referred to in Part II was, on 1st September 1968, supplemented by a number of regulations as a result of which the already subsidised special vocational guidance institutions were enabled- albeit on a limited scale - to give vocational guidance systematically. In principle the costs incurred are entirely paid by the State. As explained under (4) below, until recently use has been made of this possibility only on a modest scale.

### Careers Masters

The total amount made available to the various careers masters for the purpose of giving vocational guidance is unknown. The amounts differ for each individual school and there are no fixed rules in this respect.

## 4. Personnel Employed for the Purpose of Giving Vocational Guidance

### District Employment Offices

### (a) Number of Staff

The following list gives the number of staff employed by all divisions for the placement of young persons.

| Category | 1972 |
|---|---|
| Occupational information officers | 83 |
| Assistant occupational information officers | 82 |
| Other members of the staff | 33 |
| Total | 198 |

### (b) Training

When recruiting staff for occupational information functions, until recently the normal practice was that the candidates recruited had completed secondary school and subsequently, through part-time training courses (i.e. intermediate social work training and advanced social work training) had become fully qualified after approximately seven years. These two courses each take over three years; they are organised by the Social Work Training Foundation at Haarlem and, in the southern part of the Netherlands, by Catholic Training Courses at Tilburg. Attention is paid to the following subjects: sociology, philosophy, economics, labour legislation and knowledge of occupations. Because of the time required to qualify for this function and the small effect it had on the staff supply (e.g. because many of the officials concerned passed on to other functions) it was found that recruitment was hardly able to keep up with the rate of staff turnover. Therefore, since 1970, more emphasis has been placed on a shorter training course, which implies that candidates are recruited who, by virtue of their preliminary training are those for vocational training officer, teacher training certificates at secondary school level, social academy and kandidaats examinations (more or less to be compared with a Bachelor Degree) in sociology, psychology and social education. Moreover, at the beginning of the academic year 1971/72 the Academy for School and Vocational Guidance at Tilburg set up a training course for placement officers. In addition, the Central Service of the Manpower Department regularly organises day courses (in theory and practice) for the benefit of occupational information officers.

## Special Vocational Guidance Bureaux

### (a) Staffing

Systematic vocational guidance is also being given by special institutions. It is unknown how many persons are employed by these bureaux on a full-time basis. Compared with the number of occupational information officers employed by the district employment offices, their number is rather small. The special bureaux do not have any occupational information officers in their employment, but occupational information is given by the same officers who are in charge of vocational guidance (vocational guidance officers) who, consequently, have a double function.

### (b) Training

As stated under Part II (4).

## Careers Masters

### (a) Staffing

Careers masters are teachers who offer vocational guidance and occupational information in addition to carrying out their teaching work. They are allowed to spend a limited number of hours a week on this task.

Numbers of careers masters on 1 July 1973:

| | |
|---|---|
| section pre-university training/secondary general education at higher level: | 685 |
| section secondary general education at intermediate level: | 850 |
| section vocational training: | 220 |

### (b) Training

The training for careers master at schools for pre-university training and schools for secondary general education (higher level) is provided by the Centre for Liaison between Business and Education at the request of the National Committee for Vocational Guidance at university level. Since 1973 this course comprises five meetings of approximately 1½ day. The course is held annually; upon completion the trainee receives a certificate of participation.

The training for careers master at schools for secondary general education (intermediate level) is organised by the Academy for School and Vocational Guidance at Tilburg and is given in a number of municipalities in the Netherlands on eight consecutive Thursdays. Trainees who have completed this course also receive a certificate. A separate training for careers masters at vocational training schools does not yet exist.

## 5. Methodology of Occupational Information

### District Employment Offices

The choice of an occupation should not be regarded as a once and for all decision, but as a process of development over a number of years during which decisions have to be taken regularly which each have their impact on the definitive choice of occupation.

The district employment offices try to base their occupational policy on these lines by giving information in different phases. In general, three phases can be distinguished:

1. Preparatory information.
2. General information.
3. Specialised occupational information.

Of late years efforts have been made to arrive at a clearer assignment of duties with regard to the three phases. This is done by bringing about better co-operation between the authorities concerned, viz. the Manpower Department of the Ministry for Social Affairs, the schools and special vocational guidance bureaux.

### (1) Preparatory information

This is intended for the pupils of the highest grades of primary schools. Preparatory information is directed towards:

(a) expanding the child's thinking scope with regard to the diversity of occupations;
(b) promoting an understanding of the interdependence of the various occupations;
(c) bringing home the fact that for a certain occupation a certain training or education is required.

In this phase the information is geared towards imparting a relatively durable knowledge about the world of employment and occupations. In this respect this information can be viewed as forming part of the preparation for life in adult society such as is provided by the schools. Consequently, the Manpower Departmentis of the opinion that the responsibility for this phase of the information should be entrusted to the schools themselves.

(2) General information

This information is directed towards imparting a knowledge about the training facilities and the sectors of occupation which may be considered for a choice of profession or occupation upon completion of secondary general education.

This phase in the communication of information is also primarily aimed at the guidance of pupils at those moments when choices have to be made which particularly influence the further development of the training (e.g. the choice of subjects).

In this phase, too, information is aimed at imparting relatively durable knowledge, so that responsibility for this phase should also be entrusted to the schools.

(3) Specialised occupational information

Specialised occupational information should provide more comprehensive information concerning a limited number of occupations. This phase in the communication of information focusses on imparting knowledge and insight which are primarily required at the moment when the choice of occupation is made and which, strictly speaking, can subsequently be forgotten. This specialised occupational information does not fit within the framework of the educational system, nor does a teacher possess the knowledge required f[illegible]is purpose.

Consequently, the Director-General for Manpower takes the view that this form of information should be given by professional careers officers, such as the occupational information officer and vocational guidance officer of the special vocational guidance bureau. The most desirable form of this specialised occupational information is disseminated by the employment office and is given to homogeneous groups of interested pupils. This presupposes that at school prior attention should be given to the motivation of the pupils as regards the problems connected with the choice of their occupation and to the development of a certain degree of decision-taking ability (i.e. careers education).

## Special Vocational Guidance Bureaux

Generally speaking the special vocational guidance bureaux have adopted the same methods as the district employment offices. Of late attention has been paid in particular to the methods whereby not only information is disseminated, but whereby young people are also stimulated to be more active and more motivated in the choice of their occupation and to help their awareness.

## 6. Supervision of Occupational Information

The State Inspector ofr Vocational Guidance referred to in Part II, paragraph 6, is also in charge of the supervision of occupational information in so far as the special vocational guidance bureaux receive a subsidy under the relevant State Subsidy Scheme. Occupational information carried out by the district employment offices is under the supervision of the Director-General for Manpower. Career counselling is not yet subject to control by the Ministry of Education and Sciences.

## 7. Research carried out on behalf of Occupational Information

Adequate occupational information presupposes at all times a continuous and systematic study of occupations on the one hand, anda continuous documentation of the facilities for study and training required for the various occupations on the other hand. For this reason the Ministry of Social Affairs in the Netherlands has combined this documentation and occupational information and study into one organisational unit, viz. the Division for Occupational Research and Occupational Information. This Division continuously collects the data, processes it and records it in publications that are indispensable for occupational information (and of course for placement work and vocational guidance). The apparatus for carrying out this continuous research (in 1972) comprised 25 occupational information officers distributed throughout the country and 15 occupational information officers and writers employed at the above-mentioned central division of the Manpower Department.

Since 1965 the occupational information activities of the Manpower Department have been supported by scientific research. This research has clearly shown that the choice of an occupation is not only determined by the psychological qualities of the individual concerned, but that the choice is markedly influenced by a number of social factors, even to such an extent that the question arises whether we may speak of any 'choice' at all.

Some examples of research carried out

1. 'Verslag van de uitkomsten bij de beantwoording van een aantal vragen omtrent de beroepenvoorlichting' (1966) (Report of the results when replying to a number of questions in relation to occupational information, 1966).

2. 'Onderzoek naar de betekenis van de beroepenvoorlichting, unitgaande van het Gewestelijk Arbeidsbureau te Utrecht' (1967). (Research into the significance of occupational information, carried out by the District Employment Office at Utrecht, 1967).

3. 'Functies en carrierepatronen van economen' (1971). (Functions and career patterns of economists, 1971).

4. 'Achtergronden van beroepskeuze; een sociologisch onderzoek naar het beroepskeuzeproces by zestienjarige jongens en meisjes' (1966) (Backgrounds of the choice of an occupation; a sociological investigation into the process of choosing an occupation among sixteen-year-old boys and girls )(1966).

5. 'Ouders en de beroepskeuze van hun kinderen; een sociologisch onderzoek naar de rol van de ouders in de beroepskeuze van abiturienten en voortijdige schoolverlaters van het voortgezet onderwijs' (1967). (Parents and the choice of occupation of their children; a sociological examination into the role of the parents in the respect of the choice of occupation made by holders of

school-leaving certificates and pupils who left secondary school prematurely)(1967).

6. 'Beroepskeuze en werkgelegenheid; een onderzoek naar de beinvloeding van de beroepskeuze door de plaatselijke werkgelegenheidsstructuur' (1973).
(Choice of an occupation and employment opportunities; an investigation into the extent to which the choice of an occupation is influenced by the local employment opportunities) (1973).

The following research projects are at present being carried out:

1. 'Longgitudinaal onderzoek school - en beroepscarriere generatie 1965'.
(Longitudinal research into the school career and occupational career of the generation of 1965). The idea of this research is to study the school careers and occupational careers of a group of children who left primary school in 1965. This investigation will cover a ten-year period.

2. 'Onderzoek doelstellingen beroepenvoorlichting'.
(Investigation into the objectives of occupational information). An attempt will be made in this investigation to define the objectives of the current occupational information policy.

## 8. Council for Vocational Guidance and Occupational Information

See Part II, paragraph 8.

**Prof. J.P. Wage**

## EDUCATIONAL AND VOCATIONAL GUIDANCE AND COUNSELLING IN THE NORWEGIAN SCHOOL SYSTEM

During the 1960s and 1970s the Norwegian school system has been through a period of fundamental reform. The compulsory elementary school has been extended from seven to nine grades. The secondary school, covering grades ten to twelve, has in principle been opened for everybody in the age-group between 16 and 19. The Law of Secondary Education from 1974 is the same for all educational branches, vocational as well as general education.

The school laws, the curriculum plans for elementary and secondary education and a report to the Norwegian Parliament on the planned secondary education from 1974, all emphasise the responsibility for the student as a whole person. Furthermore, the school is responsible for all groups of students, including students with various handicaps.

The development of self-respect and individual resources for all students is essential for every school and teacher, and this task is not second to teaching subject matters. A somewhat scholastic bias in the past has been supplemented by social educational responsibility. This responsibility is the basis for the development of social educational services and psychological educational counselling. Both are firmly rooted in the school laws and other official documents. The social educational services provided by the teaching staff and school counsellors are, generally speaking, the responsibility of every school. The educational psychological counselling provided by school psychologists, social workers and educational specialists is seen as the responsibility of the community and the county.

During the last fifteen years there has been an increasing reaction against school centralisation. There is broad political agreement on the maintenance of the present pattern of scattered rural settlements in Norway. Consequently most schools will remain rather small. Even in the cities, schools for more than five hundred students will not be built in the future. The many relatively small schools and the emphasis put upon the class-teacher system in the elementary school have influenced the pattern of the social educational services.

A rough outline of this pattern is:

1. Every teacher has a social educational responsibility for all the students in the class. During grades one to nine the classes are not differentiated, and the secondary school differentiation is based upon the students' choice of directions in branches of study.

   The teacher for each class and individual students are supposed to co-operate with each other and with the school counsellor on matters concerning each individual's education.

2. School counsellors who are teachers with additional training will have a central responsibility for the social education services. There will be at least one counsellor in every school; most of them will combine counselling with teaching. The co-operation with the students, their parents, other teachers, school psychologists and vocational psychologists, and the vocational guidance services, characterises their work.

3. School psychologists are responsible for the educational psychological counselling, as are social workers and educational specialists. Their work is relatively specialised and based upon professional skills and teaching. The school psychologists were originally working with lower age-groups in elementary schools. The services will gradually be expanded to cover all grades in the elementary as well as the secondary school.

4. Vocational guidance specialists employed by the State Directorate of Labour will be found in all districts. They are supported by vocational psychologists employed by the same Directorate. Both co-operate with the school counsellor. The vocational guidance specialists will occasionally visit the schools, they will receive students with special problems, find work experience opportunities in agriculture, industry, business and other places for the students, and supply the schools with information material on educational and vocational planning.

On the following pages the tasks of school counsellors are discussed in more detail.

A school counsellor should be available for students who want to discuss their problems with an adult in the school, other than their class teachers.

Matters dealt with by the school counsellors include:-

(a) Students' personal problems with the aid of knowledge of their situation inside and outside the school.

(b) Students' educational and vocational plans and decisions.

(c) Information given individually and in groups on educational and vocational opportunities.

(d) Practical work-experience as an aspect of the teaching of the school (especially in grade 8). Additional work experience for individual students (optional in grade 9, and under development in secondary schools).

(e) Referring students to the educational psychological counselling agency, vocational guidance specialist and to other experts and special services.

The school counsellors will always have a close contact with the administrative staff in the school, especially in connection with formal changes of the school situation of the students.

As mentioned above, the social educational services are based upon laws and curriculum plans, the laws being laid down by Parliament. The present plans do not specify exactly what form the social educational services should take, they rather suggest frames and outlines. Consequently the individual school and community have a certain amount of freedom to develop somewhat different organisational structures. One aspect of the variation from one school to another has been the degree of specialisation-integration of school counselling among the teaching staff and the professionalisation of counselling.

Generally speaking, the smaller schools will have a higher degree of integration of school counselling among their normal teaching staff. The city schools with many students will more often have school counsellors with a professional or nearly professional grounding in counselling psychology and general educational psychology in addition to their training as teachers.

Training as a teacher will be a required qualification for all school counsellors. In the elementary school most of them will have taken a three-year teacher-training course after their twelve years as pupils in elementary and secondary schools. One of the three years will be a practical and theoretical programme of education. In addition most elementary school counsellors will have a fourth year at college or university, quite often studying a subject like psychology, educational or counselling psychology. In the secondary school the basic teacher training will vary from vocational education to five, six or seven years of academic studies. Most secondary teachers have a practical and theoretical teacher-training of one semester. Teachers with an academic training will often qualify for school counselling through a minor qualification in educational psychology or related subjects. The recruitment of the staff has, usually, underlined the importance of personal as well as more formal qualifications.

From 1976 to 1980 a course on school counselling will be offered in all counties for all school counsellors. The courses are financed mostly by the Ministry of Church and Education and partly by the counties and the communes.

The new curriculum of the elementary school developed during the 1960s includes a practical and theoretical introduction to work and vocational life, especially through grades 8 and 9. In order to fulfil the requirements of the curriculum, the school counsellors have to co-operate with the teachers of Social Studies and Norwegian, as well as the vocational guidance specialists, the local employers and the employees' organisations. This requirement has certainly contributed to the contact between school counsellors and other teachers and between school counsellors and their communities. This contact may have developed at the expense of the interest in clinical and professional counselling taken by some of the first counsellors. The responsibility for therapeutic counselling is taken by the school psychologists.

An important part of the school counsellor's job consists of referring students to other agencies, help given to the students during the procedure of diagnosing their problems, and continuing support for them when they receive therapy or other assistance outside the school.

All the services are financed by the state and the commune (for elementary school) and by the state and the county (secondary school).

When school counselling was introduced in the late 1950s the elementary school was still planning to select the educational direction the student would take according to intellectual gifts and scholastic aptitude. The ideal school counsellor would, according to the planners, cover therapeutic counselling, a wide range of testing (to be used as a foundation for the educational directing of students), and would solve teaching method problems in various subjects. The school counsellor of the 1970s is certainly less of a multi-purpose expert. The use of intelligence and achievement testing has been reduced, and diagnostic testing has been left to psychologists specialising in this field. The interview, through personal contact with the students and eventually with their parents and teachers will be a typical basis of counselling work in future. School counsellors will probably base their work more on their judgement than technical aids, and this trend is in accordance with their training. On the other hand, students will be referred to specialists who may use tests and other special methods. Referring students is an important task requiring a broad understanding of the field of student problems as well as the fields of various specialists and the expertise available. The counsellor will receive information in return, especially when the students are to be aided within the school environment.

An increasing number of school counsellors have taken an interest in systematic co-operation with the teachers and the administrative staff in an effort to improve the social climate of the school. Some school counsellors define counselling as a more or less common responsibility of the teaching staff and define themselves as members of the staff.

The idea of career education programmes has caught the attention of school administrators and counsellors. In the future these ideas may influence the theoretical and practical introduction to work and the vocational guidance programme.

Development in this field or work will be the responsibility of the school system and the State Directorate of Work, developing and distributing vocational guidance material and organising most of the work-experience through their vocational guidance specialists.

The schools have archives with records of the students and correspondence concerning them. A counsellor may eventually file additional information from their work with the individual students.

Computerised systems are so far not used by the school counsellors for the processing of information on students and career information, and a development in this direction is not very likely.

Secondary education in Norway is not limited to the age-group 16 to 19 but is a part of the adult-education programme. Grades ten to twelve can be taken on a part-time basis by adults. So far the vocational guidance services have been helpful when people of various ages have returned to school. In many cases school administrators and the voluntary education agencies responsible for adult education have been guiding and counselling prospective students without using the terms "guidance" or "counselling".

## (2) COUNSELLING AND GUIDANCE IN NORWAY - A BRIEF SURVEY

Counselling and guidance is part of the service provided by several public institutions and agencies. School, Health Service and Labour offices have developed counselling and guidance functions on different levels in the context of their own field of work. The following is a short presentation of some such services, especially those available to children and young people.

### The School-Psychological Service

(*Skolepsykologiske kontorer, Pedagogisk-psykologisk tjeneste*)

This was established in 1947 when the first office was opened in Oslo. In 1977 there were 187 such offices at work, normally at least one in every municipality in the country. The teams - school-psychologist, social worker, remedial teacher and office staff - cover a normal school population of about 3,000. Some municipalities have many such teams. In Oslo, for example, there are 30, whereas some districts may have only one.

The main tasks of the school-psychological teams are: observing and diagnosing children referred to them by schools and parents; in co-operation with the teachers, working out individual programmes for children with different types of learning difficulties and behaviour problems; counselling with parents and teachers. An important goal is to try to ensure a place in his/her local school for as many handicapped children as possible (Education Act of 1969). In the early years the service was a provision for children/young people from 7 to 14 years of age, then from 7 to 16. It is now extended to pre-school children "in special need of help and support".

A school-psychologist (*pedagogisk-psykologisk radgiver*) has a university degree in psychology or education, based on five or six years of study. A social worker has taken a three-year post-graduate course in a College of Social Work. The remedial teachers' qualifications are: teacher training and an advanced training course (one or two years) in special education.

### Labour Offices

(*Arbeidskontorer*)

Labour offices are organised in one central head-office (*fylkesarbeidskontor*) in every country with branch offices in the municipalities. On the staff are vocational guidance officers (*yrkesrettleiere*), some of whom are assigned to special service for the school and the school-leavers. Others deal mainly with young adults seeking work.

Other functions of the Labour offices are rehabilitation and retraining, and special assistance to young people with limited job opportunities. In addition, new projects and programmes are tried out in connection with youth unemployment.

The field-workers have to have a good educational background and have attended training courses relevant to their functions in the Labour offices. People from several professions are employed within this administrative framework: labour exchange workers, vocational guidance personnel, rehabilitation personnel (medical staff, social workers, psychologists etc.).

## Counselling in Schools
## (Sosialpedagogisk tjeneste/radgiving)

All children in the country (in fact 99.6%) attend compulsory, co-educational state schools. The basic school (grunnskolen) includes a lower level from the 1st to the 6th form (barneskolen) and an upper level from the 7th to the 9th form (ungdomsskolen). As children start school in the year of their seventh birthday, school-leavers will be 15-16 years old.

Compulsory schools for all (folkeskolen) from the 1st to the 7th form were established by an Education Act of 1889. In 1959 the decision about the extension up to the 9th form was made by the Storting (Parliament). School-counselling was introduced as a part of this new type of school, which encompasses nearly all adolescents up to 16.

This new school represented a challenge and called for added resources, also personnel, in order to meet the specific needs of this age-group. In the first place, pupils/students in the upper level have to face a series of choices concerning courses, subjects and grades. They will also have to begin their planning for the future. It is implicit in the philosophy underlying the educational system that every pupil is entitled to relevant and well-planned information about the alternatives open to him/her. In addition, individual counselling is needed to help adjust decisions to individual interests, needs and resources. One of the important functions of the school-counsellor is to facilitate these processes, in co-operation with parents and teachers.

Adolescence is a critical phase of life in most societies in the world. Young people are subject to conflicting pressures and influences. Finding their own way is problematic for most young people. Therefore another vital function of the school-counsellor is to be available to all the pupils for individual contact concerning age-typical and temporary questions and problems.

For some young people this phase is characterised by more serious personal problems, often latent during childhood. The counsellor is supposed to develop a network of communication and contacts with outside agencies dealing with psychiatric diagnosing and treatment. Such assistance is provided by the National Health Service, by Social Welfare, by the school system itself through the school psychological offices and by some voluntary organisations. An important function for the counsellor is to know and be able to make use of these outside agencies and make them available to pupils in special need of expert help.

There are school-counsellors in all upper-level schools (ungdomsskoler). A staff post at this stage involves 24 hours teaching per week. A counsellor can reserve a minimum of one hour per 25 pupils for counselling. It follows that in a small school few hours are set aside for counselling - in large schools it may be the major part of a teaching post. In principle all counsellors will combine teaching and counselling. The conditions for employment as counsellors are not quite clear, but will be different in different municipalities, some school boards having made better provision for counselling than others.

The only formal qualification for the counselling function is teacher-training in a teacher-training college or university. Several training courses have been provided to meet the needs felt by most counsellors for more specific preparation for counselling functions, not covered by our present teacher training. Some of these have been weekend courses; some in-service training has lasted one or two terms. Two teacher-training colleges have an advanced counselling course, lasting one year. The participation in courses is voluntary for teachers. School authorities may or may not consider such factors when employing teacher-counsellors.

## Further Education Colleges
## (videregående skole)

These represent the co-ordination - within one system - of a whole range of courses of study. This new type of college, introduced in 1974, includes a number of already existing schools and colleges ("academic", grammar school, commercial schools, apprentice schools, arts-and-craft colleges, technical schools). In addition, new alternatives will be tried - for instance, a course of basic nursing and health care is suggested. The range and possibility of choices and combinations is even wider than those of the basic school. In principle, all school-leavers (16 years old) have a right to three years of further education with a choice of levels of study and subjects etc.

The reasons for introducing a counselling service in the upper level of the basic school are on the whole valid also for the Further Education Colleges. Counselling in the colleges is in fact organised in a similar way. Counselling in the colleges of further education is adjusted to the slightly different character of a voluntary school and a different age-group (young people from 16 to 19-20 years of age).

The universities provide a guidance service (studentveiledning); information and guidance concerning subjects, courses etc. and combinations of these. The service is given by officers with degrees from the relevant faculties (medicine, social sciences, science, languages etc.).

Psychological/psychiatric counselling is provided by the Students Health Service (studentenes helsetjeneste).

Prof. Z. Kietlinska

# EDUCATIONAL-PROFESSIONAL COUNSELLING IN POLAND

Counselling is an issue of major concern in Poland, being seen to involve two major spheres of responsibility: (a) to prepare children and young people to take an active part in society, and (b) to provide guidance and assistance in the selection of a profession and as a consequence of that decision to choose a proper educational path, which will both satisfy the individual's particular interests and abilities and will meet the country's cultural and economic needs.

Institutional counselling existed in Poland in a primitive state before World War I; while, in the interim between the world wars, 30 counselling centres were established in the country under the auspices of the Polish Psychological Association. After World War II there was a dynamic development of institutionalized counselling, while concurrently (ending in the mid-1960s) separate professional counselling centres existed as a part of the District School Superintendent's Office and also behavioural counselling centres which functioned through the Society of Friends of Children. The year 1964 brought uniformity to counselling centres by incorporating them all into the national network of Professional and Behavioural Counselling Centres. Their organisation and activities are determined by regulations of the Ministry of Education, which defines these centres as "specialised units of the educational system" whose purpose is "to offer specialised assistance to children and youth to prepare them to fulfil their role in society and to choose a profession".

The network of guidance and counselling centres encompasses district centres (covering the territory of District School Superintendents) which give some direct individual counselling and 'lower level' centres which mainly engage in conducting direct counselling in the broad field that the term implies.

Centres offer direct counselling to:

(1) schools and other educational units;
(2) parents;
(3) children and young people.

All centres execute two types of work:

(1) direct 'influence' on children and young people through counselling; and

(2) indirect 'influence' on the same through guidance and information offered to teachers and schools as well as to parents and guardians.

At present there is a total of 429 centres in Poland, of these 49 are on the 'voievodship' level (districts) and the remainder on the more local level located in small towns or in districts of big cities. Counselling centres of the 'higher level' employ on the average 10-12 full-time professional staff, while the local centres employ not less than five (not including administrative and supporting personnel). The activities of the counselling centres are financed by the national budget. These centres employ psychologists, teachers and medical doctors, all having successfully completed graduate studies (i.e. they possess the Master's Degree). As full-time staff of the centre, all of these people are also considered staff of the Department of Education (with the exception of the medical doctors who are often only part-time employees).

As the name implies, the chief purpose of the counselling centres is to offer assistance in behavioural and career-choice matters. This purpose is implemented through 'pertinent' regulations in the following manner:
Behavioural counselling:

- working with the school, with form teachers, in determining the causes for academic failure, difficult behaviour, defects (handicaps);
- directing children with problems and abnormalities in development to the proper forms of special education;
- offering advice to parents concerning various problems in behavioural development;
- analysing cases brought to the attention of the centres through schools and other institutions and, after reviewing all the

information, offering solutions regarding the manner in which the school authorities and other interested parties should deal with the child;

- preventive behavioural guidance - preventing academic failure by offering suggestions to teachers and parents as to the proper way to deal with the child;
- determining the causes of poor social adjustment and offering means for overcoming them;
- examining the causes for hyperactivity, difficulty in remembering lessons, difficulties in verbal expression and in writing and drawing;
- establishing methods for dealing with pupils who encounter difficulties in absorbing the lessons in primary school but do not qualify as candidates for special education;
- determining and perfecting methods and means for correctional, therapeutic work and the re-education of children who are experiencing temporary problems in development;
- conducting individual diagnostic testing of children and young people not able to cope with the demands of the school and social environment;
- co-operating with committees that direct children to various forms of foster care and material help;
- participating in the early programme (for children reaching 7 years of age of registering children for the first grade (testing the readiness of candidates for the next school stage).

Professional guidance

(1) Educational guidance, i.e. preparing candidates to make the proper choice in further education through:

- offering information about professions and the structure of professional schools;
- developing the interests, likes and abilities of young people during the school years;
- conducting comprehensive observation of the personality development of pupils during school;

- recognising the factors which determine the selection of a proper direction in further education;
- developing the young person's ability to accurately evaluate his abilities in relation to the requirements of a given school;
- dealing with pupils and parents in the case of a pupil who makes a wrong choice in further education given his abilities;
- selecting a 'professional' school for pupils with physical handicaps and chronic diseases;
- offering individual guidance in choosing schools above the primary level for pupils likewise requiring specialised help;
- aiding in the re-orientation of pupils who have made the wrong selection of schools above the primary level.

(2) Vocational guidance:

- introducing youth to the nomenclature and characteristics of a profession, working conditions and salary provision, as well as the actual and projected needs, both social and economic, of individual professions;
- influencing academic interests in the light of the employment needs of the national economy;
- organising contracts with places of work;
- conducting psychological, educational and medical tests in order to determine the appropriateness of matching individuals to specific professions.

It is the responsibility of the counselling centres to offer assistance and information to all pupils (or parents) who approach the centre with some sort of problem during any stage of their school career. Formal contacts with parents are not foreseen except for the parent's obligatory presence during the testing of children whom the centre deems to be in need of specialised testing. Apart from this, parents may, of their own initiative, turn to the counselling centre regarding any child's behavioural problems.

In practice, much of the work of the educational staff in the counselling centre overlaps the work of professional teachers, but in thiscase the emphasis is on directing the work of teachers, on indicating optimal solutions to encountered difficulties. In direct behavioural counselling as well as in professional counselling, numerous tests are applied for measurement of:

(1) general intelligence (for example, Wechsler's test, the Stanfor-Benet Scale test, Z. Dobruszka's test, H.J. Eysenck test for Inventory of Personality);

(2) specific abilities (for example, the test of Basic Information, the test of Technical Thinking, the 'Test of Squares', which give an accurate psychological diagnosis and prognosis as to possible success in further education and, later, in professional work);

(3) to discover the source of behavioural and educational difficulties (for example, the Pupil's Behaviour Sheet tests, the Short Scales of Intelligence tests, A. Reye's 15 word Test). The total figure of tests applied is more than forty.

Apart from the institutionalised forms described above, professional and behavioural counselling is carried on in other ways. Among these, we would include the efforts of schools and teachers who, in a natural way, through teaching and guiding, also fulfil the responsibility of preparing young people for life in society and for making appropriate choices in life; the mass media - TV and radio; numerous informative publications about various professions, schools and universities; and the various informative activities organised by institutions of higher learning. All actively share in the general responsibility for guidance.

As to information regarding the highest level of education, the annual Guide to Higher Education, published by the Ministry of Science, Higher Education and Technology, as well as analogous guides published by individual universities and containing more detailed information, all deserve mention.

Over 650 publications of various types dealing with professional counselling have appeared in the last five years.

In Poland present levels of provision are considered inadequate if we are to provide every pupil with aid in making choices relating to higher education and choice of profession. That is why simultaneously with putting into effect reforms of the educational systems, work has begun on establishing, for the future, an optimal model for professional counselling.

**Prof. D. Salade**

## EDUCATIONAL AND VOCATIONAL GUIDANCE IN ROMANIA

### OBJECTIVES

Educational and vocational guidance is considered a component of the educational process. Considering the fact that guidance is integral to the ultimate object of the educational process, to the promotion of talents and the development of personality, our school system has the following objectives for educational guidance:

Cognitive:

- To acquaint the pupils with the structure of our school network and the types of schools existing in our country, and with the conditions required for the entrance examination.

- To acquaint them with different kinds of work and with the main fields of social activity.

- To help them distinguish between what they want to do, can do and must do.

- To acquaint them with the main careers within obvious fields.

- To help them understand the role of vocation, interest and aptitudes in the success of an activity.

- To teach them the relationship between theoretical and practical training, between general training and that of their speciality.

- To be conscious of the consequences of the decision they have made.

Affective:

- To be active and to like work.

- To appreciate the results of the work of others and benefit from it.

- To develop their interests and aptitudes willingly.

- To have a vocational ideal connected with the social ideal.

- To be able to subordinate their personal interests to collective ones.

Regarding personal volition and character:

- To be able to carry out an activity to its conclusion.

- To be proud and resist any negative influence.

- To be able to assess personal levels of vocational development, interests and aptitudes.

- To be able to discern motives, tendencies and values and to choose the most significant.

On the whole the school aims to develop the pupil's positive attitude towards learning and career; a highly developed attitude towards civic duty; the ability to appraise objectively the results he has obtained in a certain field and the competence to choose the appropriate school or career consciously and independently.

Structure and Organisation

Educational and vocational guidance in schools is co-ordinated by a central Educational and Vocational Guidance (EVG) board which functions within the Ministry of Education and Instruction. In each country there is an EVG committee comprised of the representatives of several professions, parents, teachers, psychologists, engineers, physicians etc. This ensures the co-ordination and unity of action of the educational factors at the county level. In some schools there is an EVG office, while several counties together have an EVG research unit. There are also EVG committees in larger schools, while the smaller ones have a person responsible for EVG problems.

In accordance with state directives and decisions concerning education, EVG is a task of the whole teaching staff which, through the activities of pupils and parents, contributes to the achievement of the above mentioned objectives.

Besides this administrative structure, the teaching and professional guidance staff together contribute to the achievement of the EVG objectives.

a. The legal basis is given by the decisions, statutes concerning the teaching staff and the regulations for the functioning of schools.

b. An EVG adviser has educational and research functions as well as functions relating to educational psychological advice. He is a counsellor in educational psychology problems for teachers, pupils and parents. He organises and co-ordinates the activities of assessing the pupils, of examinations, information and counselling etc. Besides educational psychology assessment he also gives professional assistance in solving the problematic situations of individuals in schools. He offers his colleagues the necessary documentation, models of demonstrative activities, counselling; he tests new EVG methods, designs original activities, analyses and evaluates the results etc.

c. The EVG advisers are graduates in psychology (BA) and also teachers who have attended special courses and practical work in EVG. After graduation and educational practice in schools, they are sometimes trained in small groups, in special units, for the specific work they are going to carry out.

d. The educational advisers of these units are placed external to the school or within a school, they work, however, for several schools. In schools where there is an EVG office the adviser works within the school.

e. An education guidance service is available to all pupils at all stages in all types of schools. Counselling and testing are a formal part of the school structure. Detection of problem cases is a constant concern of the teachers and form-masters.

f. Besides the teachers, medical personnel are involved in the process.

g. Contact with parents is assured through individual consultations or collective talks with parents, sometimes with parents and pupils together.

h. Where there is no adviser, some of his duties are fulfilled by the form-master, in other cases by members of the EVG committee.

i. The Ministry of Education and Instruction is the funding body.

## METHODS AND TECHNIQUES

As EVG is an aggregate of social, educational, psychological and economic measures, the methods and techniques used within this field form a complete system adapted and adaptable to the specific character of the school, to the stage of guidance, the age of pupils etc.

a. In this system psychological tests play an important part alongside other instructive and educative methods and other socio-educational techniques. They are administered to the pupils by psychologists or advisers and only in special cases by teachers who have had special training for this. The findings are used as a component in the recommendations and counselling given to the pupils. In many instances, especially in problem-cases, parents are also informed of some of the findings. These are then used as a basis for consultations. The form-masters are informed of some of the findings - individual and collective - with a view to helping them in their work.

b. In our school system the process of obtaining the necessary entry qualification for a career goes hand in hand with the inculcation of appreciation for that career. The schools have a careers education programme in which the elements of general culture and speciality culture, theory and practice, are closely linked. The combination of theoretical and practical training in the school workshops, or in those of the plants and factories which sponsor the school, contribute to the sound acquisition of the profession in the last years of the general school or of the high school.

c. Information services, occupations and further education opportunities are provided by the psychologists from the EVG units and offices.

d. Personal records exist in schools where there are EVG advisers. They contain information referring to the favourable or unfavourable academic achievement of the pupils in the schools, to the way in which they have succeeded in adapting themselves to and later in taking up the career for which they have qualified. In other schools the records are sporadic.

e. Computers are not used in vocational guidance.

f. There are personal and vocational counselling classes given by form-masters and teachers or psychologists, and sometimes collective discussions on educational and vocational options. Besides the activities organised in the units and offices, almost every school takes measures to inform the pupils about the structure of the school, about the economic characteristics and activities of the district, the manpower needs as a whole and specifically in the area where the school is situated. Visits, talks, counselling, interviews, discussions with specialists in different branches of production, exhibitions, pupil circles etc. are means by which the pupils at all levels are helped to make appropriate decisions as to school or career.

g. The whole EVG activity, as described above, aims at making making pupils aware of responsibility in their options for school or career. As the pupils draw near to the decisive moment (8th, 10th and 12th forms) the action of psychological guidance is intensified with a view to consolidating the individual's options and decisions. All the teachers of each class, guided by the headmaster and form-master, examine the problem cases (undecided pupils, those who formulate too ambitious options etc.) and make arrangements for individual assistance.

h. There are handbooks and work-guides for teachers and advisers regarding this. Numerous publications of a general character and others referring to the actual situation of the county or area in which the school functions, and further offer the teachers the necessary data and guide-lines to adapt to local conditions the provisions and general instructions of the EVG.

i. There are no schemes or collaborative measures between secondary schools and colleges to the effect of assuring a competent assistance to the former. However, members of the college staff help pupils of the last forms of grammar schools by weekly or monthly consultations, discussions, problem-solving in order to facilitate their entrance examination to colleges of further education. The pupils of all schools can benefit by this professional and non-discriminating help.

Resources

The expenditure for EVG is included in that of education and is assigned by the Ministry of Education and Instruction. In some places the enterprises which sponsor the school, in others the civic committees of parents, offer their assistance in different ways in order to help the work of the EVG laboratories or offices. Almost every school has an EVG corner which gives up-to-date information, answers to questions and other data referring to career choice. Some of the EVG activities have an experimental character and are meant to check, improve and give adequate solutions to the actual conditions of schools.

**Prof. Edwin L. Herr**
**Prof. Michael F. Pavlak**

## EDUCATIONAL/VOCATIONAL GUIDANCE IN THE UNITED STATES

### Objective

Since under the federal constitution each State has the authority to decide its educational policy and the board of education within each local community has additional authority to apply the particular State's educational policy to its own resource and student characteristics, educational/vocational guidance objectives vary somewhat throughout the country. Examples of objectives typically associated with educational/vocational guidance are the following:

To help each student

1. make decisions about high school or postsecondary programs of study on bases other than misinformation, personal whim of the choices of friends.

2. find ways that school experiences can be chosen to enhance personal learning and prepare a base of skills pertinent to future goals.

3. consider and make decisions regarding the values of a work-oriented society.

4. develop an understanding and appreciation of personal talents and interests.

5. make choices from the widest possible range of alternatives available.

6. formulate plans for implementing the decisions made.

7. accept personal responsibility for his or her future.

Since the educational philosophy of most States emphasize the importance of students being prepared to be planful, to choose realistically, and to be effective workers, educational/vocational guidance objectives are consistent with such values.

## Structure

For much of this century, educational and vocational guidance were seen as independent services. During the past twenty years, however, the two increasingly have been seen as complementary and inseparable aspects of career planning. As a result, they typically have been integrated into one organizational structure.

(a) The legal basis of the Educational/Vocational guidance services rests with the school laws established by State legislatures and with the Board of Education regulations administered by each State Department of Education. Typically the State Boards of Education define what support services a school district must offer, the goals to be achieved, and the conditions under which these provisions will be made. Since these regulations frequently penalize a school district financially if appropriate guidance and counseling services are not provided, local boards of education tend to comply with the spirit of pertinent laws and the specifics of regulations.

(b) Each school system has its own job description which includes objectives, functions, and in some instances evaluation techniques for counselors. In general, such job descriptions would likely include the following aspects:

1. Co-ordinate the career guidance program
2. Co-ordinate the acquisition and use of appropriate occupational, educational and labor market information
3. Help staff plan for sequential student learning experiences in career development
4. Identify and co-ordinate the use of school and community resources needed to facilitate career guidance

5. Identify individual career development tasks and implement programs to accomplish them
6. Secure and use career decision-making methods and materials in individual and group guidance and counseling
7. Secure and administer assessment devices and procedures necessary for sound personal, educationa, and occupational decision-making
8. Conduct surveys of career guidance needs among students
9. Organize and operate part-time and full-time educational and occupational placement programs

(c) Minimal required qualifications for educational/vocational guidance personnel usually includes professional training equivalent to the Masters degree. Typically, the practitioner must offer formal academic training beyond the baccaleaureate degree level including course work in counseling theory, testing, carrer development theory, occupational and educational information, interviewing skills, group dynamics, fieldwork or internship and supervised counseling practice. In addition, some States require one to five years of experience as a worker and/or as a teacher before being permitted to serve as a school counselor providing educational/vocational guidance.

(d) With few exceptions, the counselor responsible for providing educcational/vocational guidance is placed within the school. The advantages are seen as including the counselor

1. being visible and readily available to the students and faculty
2. being closely involved with the students' school life
3. being able to establish effective relationships with teachers and administrators
4. permitting the counselor to be in direct access to the students' records

In the case of special needs, students are sometimes referred to counselors in the federally funded Employment Service or to other specialists external to the school.

(e) Educational/vocational guidance services are typically considered to be for all students rather than being selectively provided to particular subpopulations. In fact, however, such services are far less available in the elementary school years than during the period of grades seven through twelve. Even so, there is a growing rhetoric, and many actual sites, that support a systematic program of educational/vocational guidance services beginning in the kindergarten and continuing through grade twelve. Such approaches typically view these services as focusing on different developmental tasks experienced by students at each educational level. For example, in the elementary school, the emphases of educational/vocational guidance are typically seen as the facilitation of positive attitudes toward self and awareness of the educational/occupational possibility, structure and its characteristics; at the junior high school level (grade seven to nine), the emphasis tends to be on wide ranging exploration of self and environmental characteristics as the bases for developing an educational and occupational plan; at the senior high school the thrust of educational/vocational guidance is specificity of planning in terms of post-secondary education or job choice following graduation or school leaving.

(f) Under the influence of the career education movement and systematic planning in career guidance, increased attention is being given to the fact that, in addition to professional counselors, teachers, parents, administrators and community representatives also have roles to play in educational/vocational guidance. Administrators, for example, are the chief ingredients in creating a school climate supportive of educational/vocational guidance, in providing necessary resources, and in creating pertinent staff development opportunities for teachers and counserlors; teachers can employ a wide variety of techniques and experiences directly in the classroom which relate subject matter to the world of work, help students explor different types of information pertinent to careers, engage in field trips and interviews in work places as sources of materials for essays and other educational products; parents can be important contributors to educational/vocational guidance by encouraging their children to seek information and explore alternatives, by providing opportunities by which acquaintances and relatives can discuss the advantages and disadvantages of their work or education, and by serving as resource persons about different forms of work for teachers and for counselors. As suggested in item (b), the counselor providing educational/vocational guidance, in addition to direct counseling and testing roles with students, also serves as the co-ordinator of the contribution of teachers, parents, and administrators to the total educational/vocational guidance program.

(g) The degree of formalized contact between educational/vocational guidance personnel and parents varies from school to school. In general, there is no consistent or in-depth consultation between the school personnel and parents. Parents are generally askeed to review and sign cards reporting their children's achievements when these are sent home periodically throughout the school year. Frequently, parents are also asked to give their consent to their child's selection of courses of study as this is described on another form sent to the home. The greatest likelihood of significant contact between the educational/vocational guidance professional and parents is when a child is experiencing significant difficulty .. academically or behaviorally. At such times, parents are requested to attend discussions about the problem with the counselor and/or teachers to examine the problem and identify steps to remediate it.

There is some evidence that parental contact with the school and with the educational/vocational guidance professional will increase substantially in the near future. The recent passage of PL 94-142, a federal law that requires an appropriate education for all handicapped children, requires that the parents of such students must meet with the teachers and counselor to help form an Individual Educational Plan (IEP) tailored to each child's specific capabilities and educational needs. Many current career education models also call for increased parental involvement in the educational/vocational guidance process by working directly with counselors to help their children explore the world of work through field trips and other experiences or by participating in school programs devoted to different occupational and educational opportunities in the community.

(h) As suggested previously, the primary school personnel charged with facilitating educational/vocational guidance are the counselors. However, teachers also have contributions to make to the process through the content and examples they use in their classwork. In addition, in some schools career clubs may be formed which have teachers as advisers. Future Business Leaders, Future Farmers, or Future Teachers are examples of such career oriented clubs. It is also true that many teachers offer advice to students about careers educational choices although this is frequently on an informal basis. There are also more intentional educational/vocational guidance activities in which teachers engage to develop the relationship between academic subject matter and personal career goals. These latter are typically aspects of a career education effort.

(i) The principal funding for educational/vocational guidance in the schools comes from local property taxes and State monies allocated to education. These are, in turn, distributed to various components of a school through the joint planning of the local board of education and the school district administration. Educational/vocational guidance does not receive a specified amount, but is supported at a level dependent upon where it fits into local priorities.

Beyond local and State fiscal support, there are also some federal funds available for educational/vocational guidance. One current prime source is the 1976 amendment to the Vocational Education Act. Another is the in-school provision of the Comprehensive Employment and Training Act. Such federal support provides for various program elements including resources, in-service training for staff, testing, research, innovative curriculum development and other areas important to educational/vocational guidance.

While recently emerging, urban career guidance centers for adults are also being provided to respond to the current social and occupational press for lifelong learning. One important aspect of lifelong learning and, therefore, urban career guidance centers is the provision of assistance to potential clients in sorting out alternative and, often, nontraditional forms of learning. Among these various forms of learning are diverse outcomes and requirements which can be tailored to individual needs as they carry with them different implications for personal time commitments, travel, residence needs or occupational preparation. Among the alternatives which are available to urban adults and which career guidance centers serve to broker are such forms of learning as: credit for experience, open learning, weekend colleges, competency-based degrees, contract learning, as well as more traditional forms of postsecondary education.

Clients are served by the urban career guidance centers range from the adolescent secondary school drop out to the occupationally dislocated and the retiree seeking part-time work or education for avocational purposes. National studies have found that five types of agencies or groups sponsor adult counseling services associated with lifelong learning and its related emphases. These include colleges and universities (34 per cent), community and junior colleges (20 per cent), private groups and agencies including the Y.CA, Y.CA, and B'nai B'rith career and counseling services (18 per cent), government agencies (16 per cent), and public adult schools typically associated with a school district (12 per cent).

The centers engage in a range of cuntions, not all of which occur in any particular center. Examples include the following:

- Gathering and disseminating to clients and the community information about adult vocational and educational options,
- Providing vocational aptitude and achievement testing and the interpreting test results in counseling sessions,
- Assisting with personal and family problems, and
- Providing job placement and job development services.

These functions are delivered by several different processes. Among the most common are career planning and development classes, workshops, seminars, or small group meetings. Such learning opportunities may be provided in the evening, at lunchtime, or at other times particularly convenient to the target population. These adult career counseling programs, (in addition to providing adult career planning and development at times convenient to adults), frequently conduct classes in locations in shopping centers, prisons, hospitals, and libraries in an effort to reach out to clients in ways which are also geographically convenient. A number of programs have as a prime focus the provision of services and information to people in their homes. Such programs frequently use telephone counseling and information hotlines and mobile vans which are equipped with information and assessment resources as well as with counseling personnel. The specific focus of the resources provided may be child-rearing, consumer behaviour, budgeting, English as a second language, education and employment opportunities, self-assessment and planning or other emphases needed by particular target groups. Cassette tapes or home study correspondence courses are also frequently used in adult guidance systems. These resources are typically self-instructional learning activity packages designed to deal in a programmed way with such topics as self-discovery, changing values, and career decision making.

## Methods and Techniques

(a) There is a wide range of tests used in American schools today for appraisal and for counseling purposes. The most frequently administered are achievement tests, aptitude tests, and interest inventories. Achievement tests are designed to measure the effects of relatively standardized sets of experiences, such as a course in basic algebra or beginning Spanish. In effect, achievement tests represent a terminal evaluation of an individual's status on the completion of training.

The use of achievement tests vary. The scores can be used in the assignment of student grades; they can identify students who are in need of remedial help; they provide a means of adapting instruction to individual needs; and they may be used as aids in the evaluation and improvement of teaching and in the formulation of educational goals. Achievement batteries, which provide profiles of scores on individual subtests or in major academic areas, can be used from the kindergarten to the college level. Popularly used achievement tests are; the California Achievement Tests, Metropolitan Achievement Test, Iowa Tests of Educational Development, and the Stanford Achievement Test.

Aptitude tests, in contrast, reflect the cumulative influence of a number of experiences found both in and out of the school setting. An aptitude test serves to predict an individual's success in a training course or occupation.

The two most widely used aptitude tests in schools are the Differential Aptitude Test (DAT) and the General Aptitude Test Battery (GATB). The DAT consists of six aptitude tests and two achievement tests. It is designed for use in grades 8 to 12. The GATB contains twelve tests which measure nine factors: intelligence, verbal aptitude, numerical aptitude, spatial aptitude, form perception, clerical perception, motor co-ordination, finger dexterity, and manual dexterity. The tests are used in grades 9 to 12.

Interest inventories are also used in the schools, especially for vocational guidance. The most common means of assessing interests is through determining the pattern of an individual's interests from his/her response to lists of occupations and activities.

The Strong Campbell Interest Inventory and the Kuder Preference Record-Vocational are widely used interest inventories. The Strong Campbell can be used with college or high school students while the Kuder can be used in grades 6 to 12. Another frequently used interest inventory, the Ohio Vocational Interest Survey (OVIS) can be used with college or high school students. The OVIS as well as the Strong and Kuder can assist students with educational and vocational planning and decision making.

Another area of testing that is gaining momentum due, in part, to the emergence of career education, is that of measuring vocational maturity. Harmon (1974) lists three reasons for measuring vocational maturity:
1) to provide a normative understanding of just what level of vocational development can be expected from individuals of various ages, 2) to help the counselor point out to the student that the maturity of his/her decision making process differs from those in his/her age group, and 3) to help locate specific areas in which an individual is less mature than his/her peers which will help him/her to meet more successfully the developmental tasks of his/her age group. (pp. 81-82)

The Career Maturity Inventory is one such test and it measures theoretically relevant career behaviours which differentiate among the various levels in educational structure during late childhood and adolescence (Crites, 1974). Other tests that deal with the process of vocational maturity which can be used on a secondary level include the Work Values Inventory; the Assessment of Career Development; the Cognitive Vocational Maturity Inventory and the Hall Occupational Orientation Inventory.

In most testing areas, the school counselor either co-ordinates the administration and scoring or personally administers the instruments. The exception to this is the achievement test area which may be the responsibility of teachers or academic departments.

(b) The formal inception of career education in the United States can be traced to an address made by then U.S. Commissioner of Education Sidney P. Marland, Jr. to the National Association of Secondary School Principals in 1971. In 1974, the U.S. Office of Education officially adopted as the definition of career education the following: Career education is the totality of experiences through which one learns about and prepares to engage in work as part of her or his way of living (Hoyt, 1974).

Immediately prior to the adoption of the U.S. Office of Education definition, the Education Amendments of 1974 (Section 406 PL 93-380) made career education a law of the land and described it as a process designed to:

- increase the relationship between schools and society as a whole;
- relate the curricula of schools to the needs of persons to function in society;
- provide opportunities for counseling, guidance, and career development for all children;
- extend the concept of the education process beyond the school into the area of employment and the community;
- foster flexibility in attitudes, skills, and knowledge in order to enable persons to cope with accelerating change and obsolescence; and
- eliminate any distinction between education for vocational purposes and general or academic education.

While the original definition has been modified somewhat, the basic process is one of refining and implementing the elentns assigned to career education in an articulated way from kindergarten through grade twelve. This process typically proceeds through such emphases as career awareness (grade K to 6), career exploration (grades 7 to 9), career preparation (grade 10 - 12). The techniques involved are wide-ranging but frequently include infusion of subject matter with career development concepts, separate courses or units on decision-making and career planning, field trips to community sites, individual contracting of specific projects in the community, self awareness exercises, simulated or "hands on" experience in activities related to selected occupational clusters.

It is now estimated that approximately two-thirds of the 15,000 school districts in America have one or more career education components in place. An often used school-based model of career education elements and outcomes sought on a developmental basis throughout the process of schooling include the following:

| Element | Outcome |
|---|---|
| Career awareness | Career identity |
| Self-awareness | Self-identity |
| Appreciation, attitudes | Self-social fulfillment |
| Decision-making skills | Career decisions |
| Economic awareness | Economic understanding |
| Skill awareness and beginning competence | Employment skills |
| Employability skills | Career placement |
| Educational awareness | Educational identity |

(c) There is a large range of printed, audio and visual materials used by junior high school, high school and college students for the purpose of career exploration, training and educational opportunities and for academic or career decision-making. Representative directories of training and educational opportunities are:

1. The College Blue Book has four volumes and gives detailed data on colleges and specialized programs. One volume covers vocational technical education.
2. Profiles of American Colleges gives information on 1,350 accredited four-year colleges.
3. Guide to Two Year Colleges includes information on junior, community, vocational and technical colleges.

4. American Junior Colleges contains descriptions of 811 community and junior colleges.

Perhaps the three most widely used career guidance publications are The Dictionary of Occupational Titles (DOT), The Occupational Outlook Handbook (OOH), and the Encyclopedia of Careers and Vocational Guidance. The Dictionary of Occupational Titles is produced by the U.S. Department of Labor and consists of a description of more than 30,000 jobs in the United States occupational structure. Each job title is given as are the requirements of the work activity, the purpose of the job, related occupations and other pertinent information about it. By referring to the numerical code associated with each occupational title, a reader can identify the worker traits necessary to perform the job as well as the working conditions associated with it.

The Occupational Outlook Handbook, also produced by the U.S. Department of Labor, presents information on over 800 occupations. Each occupation is discussed under the following headings: Nature of the Work; Places of Employment; Training, Other Qualifications, and Advancement; Employment Outlook; Earnings and Working Conditions; and Sources of Additional Information.

The Encyclopedia of Career and Vocational Guidance (1972), published by the J.G. Ferguson Publishing Company contains in Volume 1 71 articles by 34 leaders in industry and descriptions of 650 occupations in Volume 11.

Other career information systems include the VIEW system (Vital Information for Education and Work) which consists of microfilm cards that contain brief descriptions of the nature of the work, criteria for applicants, training needed and salary for a specific job. Educational kits such as the Widening Occupational Roles Kit, grades 6 - 9; Job Experience Kit, grades 8 - 12; and the Occupational Exploration Kit, grades 9 - 12, published by Science Research Associates, Inc. are also frequently used in schools. Under development as well are computer-based vocational guidance systems and job data banks which have a wide range of applications in educational and occupational planning.

(d) One of the original purposes of school record keeping was to certify student attendance and to recognize levels of accomplishment. As the schools became more committed to the "whole child" concept the materials that went into the cumulative record files became more extensive. With the accumulation of personal test scores, grades, medical records and, perhaps, anecdotal notes made by teachers, psychologiest, or school counselors, the problem of who would be able to view such records arose.

The most significant recent development in this area has been the passage of Public Law 93-380 of the Family Educational Rights and Privacy Act of 1974, section 513 of the Educational Amendments of 1974, which is sometimes known as the Buckley/Pell or Buckley Amendment. The two major purposes of this legislation are: To assure parents of students, and students themselves if they are over the age of 18 or attending an institution of post-secondary education, access to their educational records; and, to protect such individual's rights to privacy by limiting the transferability of their records without their consent.

In effect, then, it is mandated that there be a systematic record keeping procedure in the schools. However, the legislation does not specify how this record keeping is to be done. One document that has helped schools formulate guidelines for the collection, maintenance and dissemination of student records is the Russell Sage Guidelines (Russell Sage Foundation, 1970). One especially helpful service that this document has provided is a suggested system for classifying data, whichis summarized below:

Category A - The minimum personal data necessary for operation of the education system: names, addresses, birthdate, grades, etc. Perpetually maintained.

Category B - Verified information of clear importance, but not absolutely necessary to the school in helping the child or in protecting others; scores on standardized intelligence and aptitude tests and interest inventories, family background, systematic teacher ratings. It recommends that parents periodically be informed of the content of these records and their right of access to these data. It is also recommended that these records be destroyed or else only be maintained under conditions of anonymity when the student leaves school.

Category C - Potentially useful data but primarily timebound to the immediate present: legal or clinical findings, personability test results, unevaluated reports of teachers, counsellors, etc. It is recommended that these data be destroyed as soon as their usefulness is ended unless it it reasonable to transfer them into Category B.

Confidential-Personal files of professionals in the schools

The Guidelines also provide recommendations on the administration of records security and on information dissemination regarding students. Finally, it is important that all school personnel be acquainted with, and follow, the government legislation and specific school policy regarding the collection, maintenance and dissemination of student records.

(e) The use of computers in schools is largely limited to storing information about students and helping the administration in the scheduling of classes and in reporting grades. In the area of career guidance there have been several projects which have attempted to tie together exploration, simulation, and information retrieval with computer technology. Computer assisted guidance programmes, however, are not in wide use due to the cost involved. Some of the programmes that have been used are:

1. The Computer-Assisted Occupational Guidance Program which has three objectives: to provide an easily updated occupational retrieval system; to develop a process whereby youth could build up their own individualized frameworks of the occupational structure; and to help youth acquire ways of relating their abilities and interests to occupational opportunities by means of simulation practice.

2. The Computerized Vocational Information System, developed by the guidance staff of the Willowbrook High School, Illinois meets two needs: getting students interested in reading vocational material and in learning how to relate it to their own abilities and interests.

3. The Educational and Career Exploration System developed by IBM and personnel of Teachers College, Columbia University has three objectives: to increase the student's knowledge of him/herself in relation to the world of work; to permit him/her to explore some of the implications of his/her educational preference; and to aid the process of selecting an institution of higher education.

4. The Vocational Counselling System was developed by the Systems Development Corporation and is designed to: provide vocational and educational information; provide probability statements estimating student success in various educational and occupational fields from follow-up data on previous students; and perform clerical functions such as preparing report cards and progress reports.

5. The Counselling Information System marketed by Follett Systems is a group guidance program built on local occupational prediction data. With this data pupils are helped to relate their levels of school success to future plans and to foresee probable outcomes.

6. The Experimental Education and Career Exploration System is sponsored by IBM Advanced Systems Development Division and has three information banks available to the user: an occupational

information bank containing 400 occupations; an educational orientation bank in which the student indicates his/her areas of interest and the computer provides a course-oriented and related information for exploration; and a post-high school education search bank which enables the student to identify specific institutions that are in line with his/her interests.

(f) Most schools in the United States are served by school counsellors and guidance programs within the school that provide personal and/or vocational counselling on a preventative or remedial or a combined basis. Remedial counselling is a process applied after the discovery of a problem while preventative counselling attempts to help students develop strengths and skills likely to be useful when problems occur in the future. Guidance programs in the schools are divided on this issue; many schools can be found that attempt to establish preventative programs such as drug abuse/information programs, career education, or study-skills programs, while many other schools deal on a "crisis-intervention" level where the counsellors help the students deal with problems as they occur. Not all problems can be foreseen and prevented, which necessitates some type of remedial counselling in virutally any school. However, there is a continued emphasis toward a preventative program approach for guidance rather than a remedial services approach.

School counsellors generally maintain an "open door" policy, being available to students throughout the school day. In almost all instances, students will make an appointment to see a counsellor for as many times as they (student) wish. Another provision for counselling in school entails the use of groups. Group guidance may entail; information dissemination, study-skills enhancement; career simulation; career exploration; and behavioral or attitudinal change, to name a few. Career counselling or exploration can also be provided by guest speakers from the world of work or through field trips to business or industry locations. There is often some provision made for counselling out of school through the use of a home-school counsellor. This counsellor may deal with parents or students outside of the school setting and during non-school time.

Outside of the schools vocational counselling may be obtained through an Employment Service Counsellor who, until recently, was interested only in the direct placement of a client. The Employment Service, a federal manpower agency, is now required to identify, recruit, and provide appropriate training experiences for wider classifications of people. Vocational counselling can also be obtained from private employment bureaus which attempt to find jobs for the client. The client must pay a fee and is not actually "counselled" but, rather, placed in a job as quickly as possible with a minimum of career exploration or decision-making.

Many schools emphasise personal counselling for those students experiencing "normal" development problems of self-identity and social interaction. However, severe emotional problems typically occasion referral to outpatient psychiatric clinics, community mental health centres, or psychotherapists in private practice.

(c) There is a distinct emphasis in secondary schools on making students aware of the implications of their subject choices. The emphasis, however, is not always on future occupational planning but on future educational choices. Lathrop (1974) states that "in most instances by the time the student reaches the tenth grade the course of his or her remaining formal education is set" (p. 184). Further, "although teachers, counsellors, and parents all attempt to 'help' the student understand their perceptions of the consequences of these many choices, such adult guidance tends to be focused on short-term consequences inherent in a particular school's programming or on parental aspirations" (p. 184). Other decisions are made for students by the administration placing them in ability or achievement tracks based on previous academic achievement or test results. Finally, Lathrop states that "although generalizations are risky, it is reasonably safe to assert that most decisions made by students are made against a criterion of high school graduation rather than any life-oriented goal" (p. 184).

Of the three principal curricula in high schools, that of college preparation, general and vocational, it is the vocational curriculum that places the most emphasis on subject choice in relation to future career planning. Students are advised by teachers and counsellors that certain courses, both academic and vocational, will have direct consequences on their vocational area of interest.

An emphasis on relating subjects in the curriculum to the world of work can be found in those schools employing career education. One of the primary goals of career education is to reveal to the students the applicability of subject matter to different types and levels of work activity and to individual careers. Therefore, it is hoped that the curriculum will have more relevance for each student and allow him/her to steadily prepare for, and progress toward, a career goal.

(h) There is, in many schools, a cooperative work education program which involves arrangements between the secondary school and employers, enabling students to receive part-time vocational instruction in the school and on-the-job training through part-time employment. Cooperative work education has a variety of names: distributive education, office occupations, diversified occupations and occupational work experience. The advantages of cooperative work education are:

1. it is responsive to changes in the labor market.
2. it needs lower capital investment in space and equipment than does instruction in the school laboratory.
3. it stimulates desirable attitudes towards work

Herr (1978) states that: Such programs are essentially processes of behavioral change for youth through experience. At one level, experience comes from determining immediately how what has been learned in a classroom is applied at work. At another level, experience comes from being adult-oriented at the work station rather than adolescent-oriented. In this sense, youth have the opportunity to experience work norms as lived by adults rather than speculate about such things with their peers. Finally, work experience programs assist the youth to see himself or herself, his or her characteristics, and how the work is done as a whole. (p. 6)

The U.S. Department of Labor is forming a number of programs to expand employment and training programs for youth. The Comprehensive Employment and Training Act (CETA) authorizes a broad spectrum of employability enhancing activities. In 1977 the Youth Employment and Demonstration Projects Act was enacted and created four new programs designed to increase employment; increase employability; to coordinate and improve career development, jobs and training programs,; and to explore a number of innovative approaches for providing services to young people.

(h) The first program, the Young Adult Conservation Corps, provides employment for up to one year for youth 16 to 23 years old, inclusive. Those enrolled will be involved in work activities related to conservation projects on public lands. The Youth Incentive Entitlement Pilot Projects tests the feasibility of guaranteeing jobs to 16 to 19 year old disadvantaged youths as a means of increasing high school attendance and completion of those who are currently in school or willing to return to school. The remaining two programs, the Youth Community Conservation and Improvement Projects and the Youth Employment and Training Programs seek to employ youth in well supervised work with a tangible output which will be of benefit to the community and to enhance the job prospects and career opportunities of young persons.

(i) Secondary school students in some communities participate in programs of advanced placement in which they continue to take some course work in the secondary school andother specialized study in a local community college, technical institute, or university. Typically, the availability of such programs is a function of geography and are more likely to occur in urban than in rural areas.

Resources

It is difficult to know what proportion of the gross national product is currently being spent directly on education. This is true, partially at least, because education is so pervasive to the society's institutions of all types and is funded through so many different sources. In all probability, more than 25% of the GNP is allocated in some way to education. The percentage of this spent on educational and vocational guidance is much smaller with considerably less than 1% of the Gross National Product committed to these services. The numbers of school counselors, potentially providing educational/vocational guidance, across the nation is now approximately 72,000 including elementary and secondary school counselors. Roughly 50,000 of such persons are employed in the secondary schools. The ratio of secondary school counselors to pupils nationally was computed to be 1 to 522 in 1976. However, there is great variance in this figure from school to school and from one region of the country to another. In some schools, there may be 1 secondary school counselor per 1,000 or 1,200 students and in another in a different part of the nation there may be 1 to 250 or 300. The information on elementary school counselors to pupils is less available than for secondary schools but the ratio is undoubtedly higher. A recent survey indicated that in the South Central part of the nation there was an average of 1 elementary school counselor per 600 students or per 20 classroom units. This seems to be a much more favorable ratio than is present in most other parts of the nation.

## Recommendations for Future Plans

The United States is currently undergoing a searching analysis of its provisions of guidance and counseling (educational/vocational guidance) in the schools. What will likely result is:

1. A great emphasis on systematic planning in order to maximize the use of existing resources.
2. More collaborative work between counselors and teachers in providing educational/vocational guidance.
3. A focus on the facilitation of decision-making or education for choice as the central core of educational/vocational guidance.
4. An increase in the use of technology (e.g., computers, games, simulations) in educational/vocational guidance.
5. A greater availability of educational/vocational guidance programs which provide specific courses on self-understanding, educational/occupational awareness, decision-making and related emphases.
6. Greater collaboration between in-school educational/vocational guidance personnel and resources persons in the community.

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## EDUCATIONAL AND VOCATIONAL GUIDANCE SERVICES IN VENEZUELA (1977)

Education and vocational guidance services in Venezuela have developed separately in schools and in institutions of higher education. The former have traditionally been dependent upon the centralising mechanisms of the Ministry of Education, through the Division of Guidance, which has planning and supervisory functions. The creation of counselling services in higher education has rarely been co-ordinated: it has grown out of necessity, with great independence, through the development of Student Welfare Services in almost every institution of higher education of the country. We will deal with the two movements separately in this article.

A third movement - small, but not negligible - is the programme of vocational counselling for young people with special problems. This is the work of the National Institute of Professional Guidance and Selection, created in 1961 by the Venezuelan Child Council (Child Welfare Organisation). This agency gives service on an individual basis. Its work is mostly based on psychological appraisal of aptitudes, interests and personality traits measured by tests and geared to individual vocational counselling. It also selects candidates for vocational training courses.

Similar provision exists in private schools throughout the country.

### Guidance in Public Secondary Education

Most of this information refers to secondary school programmes since elementary school guidance has been irregular and sparse.

### Objectives

These were stated in 1975 in an official document, Fundamentals of Guidance in a Process of Change, according to the Educational Revolution. The aims are:

1. To promote a change of human ideals from an economic focus to an existential one.

2. To increase accessibility, permit self-realisation and promote responsibility, through a more adequate and realistic use of different potentialities, to the benefit of the individual, but in close contact with social and community demands.

3. To promote the whole person - able to evaluate, create, adjust and change life styles, taking his own responsibility for these choices with a balance of both the intellectual and emotional aspects of personality in the framework of his social and political reality and in close relationship with others.

These objectives, inspired by the principles of humanistic psychology, are also based on the formulation of educational perspectives given in the UNESCO report Learning to be. They converge to strengthen the premise of the official educational thesis "The Educational Revolution", whose basic objectives are the democratisation and modernisation of education through the "re orientation of the whole educational system to place it at the service of the main tasks of man, to develop his aptitudes and guarantee his action in the process of social and economic change".

These objectives were first stated in 1977. The Ministry arranged workshops and seminars with counsellors, supervisors and teachers to explain and discuss the model and the possible ways of operation. The change is still being implemented.

## STRUCTURE AND ORGANISATION OF GUIDANCE

Educational and vocational guidance services are usually provided in the same programmes at every level of education.

a. Legal basis as given in the Constitution (1961), in the Education Law (1955) and in the Education Bill, now before Congress (1978).

Constitution 1961, Article 78, states "Everyone has the right to education. The State will create and maintain schools, institutions and services sufficiently endowed to ensure access to education and culture, without any other limitations than those derived from the individual person's vocation and aptitudes.

Education Law 1955, Article 82: "The Schools will take adequate steps to ensure the exploration of the vocations and inclinations of pupils with the aim of channelling them later into the type of studies they might aspire to pursue".

The Education Bill (before Congress), Article 4: "The State will uphold every person's right to education, according to their aptitudes and vocation and according to the demands of national interests. The State will create and maintain institutions and services for this purpose as well as guidance, assistance and protection services for the pupils, with the purpose of ensuring the maximum social achievement of the educational system and will provide equality of educational opportunities."

Article 12 states "the educational system will prescribe the norms by which educational and vocational guidance will be organised into on-going services so as to obtain the maximum use of capacities, aptitudes and vocations of learners."

In 1963, the Ministry of Education created the National Service of Guidance, which became a Division in 1964, in order to "establish, gradually, a guidance programme for all levels of education." This was based on the Constitution.

b. Role of the Counsellor. The position is named 'counsellor'. He or she is expected to initiate and develop guidance activities in the school; to prepare and use the necessary instruments for the task; to collect, prepare and use educational and vocational information; to stimulate the active participation of the whole school community in the programme and help it to use the guidance activities for the benefit of the pupil and as a means to the accomplishment of the goals of the system and to co-operate in student distribution; to help students in their adjustment problems educationally as well as personally; to establish relations with other institutions that may help in the fulfillment of student needs; to serve as a link between school, students, community and the system; to work with teachers, advisors and parents.

c. Qualifications. Higher education degree (four year programme) usually in education, psychology or social work, with a minor in counselling. Some counsellors require three years' experience in student activities. The level of technician is required for (dental and nursing assistants).

d. Place of Work. The counsellor works in the school.

e. Recipients. The guidance service in theory is available to all pupils in the school. However, due to the large numbers of students, there are more systematic programmes at certain stages of the school career: the beginning of secondary school (7th grade); the end of junior or basic secondary education (9th grade); and the end of secondary school (12th grade).

f. Supporting Personnel. Psychologists, social workers, medical doctors, nurses, dentists, dental assistants, classroom teachers and teacher-advisers (the last becoming more and more important).

g. Parent Contact. This is made if it is felt necessary.

h. Part-time Teacher Counselling. This does not happen as a rule, but can happen in schools which lack a formal guidance service; in that case it takes place on an ad hoc basis and on the teacher's initiative. There are programmes which have incorporated the teacher-adviser in the guidance team; in this case the activities are clearly defined and co-ordinated by the guidance service (which has the responsibility) on a formal basis.

i. Finance. Funding is from the Government through the school budget.

## METHODS AND TECHNIQUES

a. Generally speaking, there has been a gradual abandonment of psychological tests particularly as a compulsory group activity for all students. This is due to the insignificance of the results compared with the time and money invested in them. They are still used in individual counselling. However, some psychologists still administer tests; when this happens the tests (Otis, Dat, Angelini, Kuder, The Bell inventory) are used for vocational counselling in the main.

Many services are using other types of appraisal instruments: e.g. less standardised inventories, questionnaires and guides for group work in the area of human relationships, self improvement and motivation.

b. Most guidance programmes include careers education. It usually consists of educational and vocational information offered in talks, group activities, discussions, panels, displays, monographs, visits, films, slides and use of some of the regular curriculum materials. In addition some governmental agencies offer TV and cinema programmes but these are more educationally than occupationally oriented. They describe curricula, entrance requirements etc. rather than working conditions.

c. The provision of a uniform record form exists both in elementary and secondary school. However, not every school is able to keep them up to date. The information contained is: personal, data grades, interviews, tests results, health and vocational results, extra-curricular activities.

d. In the field of higher education, computerised systems have been in use since about 1973 in registration and distribution. This is a centralised system that permits the assignment of the high school graduates to the institution and programme they may wish to enter in higher education and it includes data about grades, year of graduation, socio-economic status of parents, place of origin and educational goals.

e. Many secondary schools in urban areas have some provision for personal and vocational counselling even if it is only one counsellor who acts more as a resource co-ordinator than a direct service provider. More than half of all secondary schools have guidance services, though schools in rural areas still lack guidance services. Out-of-school counselling is rare.

f. Pupils are, generally, made aware of the implications of subject choices in relation to future occupational plans, but more could be done by combining the efforts of teachers, counsellors, institutions and parents.

g. There are very few work-experience schemes although there are a few in technical school programmes.

h. There is no provision for the part-time secondment of secondary school pupils to technical colleges or colleges of further education.

Resources: 1976-77

National population 12,000,000

Student population 3,300,000 (25% of the whole population)

| Total* | Public institutions | |
|---|---|---|
| 2,205,412 | 1,956,952 | Elementary School |
| 931,391 | 759,092 | Secondary School |
| 300,713 | 267,635 | Higher Education |

*includes both public and private institutions.

| | |
|---|---|
| Teachers . ........................... | 100,000 |
| No. of schools ........................ | 15,000 (elementary and secondary) |
| Institutions of higher education ........................ | 38 |
| Universities ........................ | 15 |

Annual investments in public education are approximately $1,600 million dollars (20% of total national budget).

| | |
|---|---|
| No. of secondary school guidance services . . . | |
| " " counsellors . . . . . . . . . . . . . . . . | 412 |
| " " psychologists . . . . . . . . . . . . . . . | 445 |
| " " social workers. . . . . . . . . . . . . . . | 34 |
| " " nurses . . . . . . . . . . . . . . . . . . | 81 |
| " " dental assistants . . . . . . . . . . . . . | 45 |
| " " doctors . . . . . . . . . . . . . . . . . | 133 |
| " " dentists . . . . . . . . . . . . . . . . . | 134 |
| . . . . . . . . . . . . . . . . . . | 164+ |

+ part-time

Number of pupils served by counselling services in public secondary schools . . . . . . . . . . . . . . . . . . . . . . . . 443,937

Number of pupils registered in elementary and secondary schools . . . . . . . . . . . . . . . . . . . . . . . .2,716,044

Approximately 16% of the student population is served by some form of guidance programme since the total includes the elementary schools, where there are very few guidance services.

## GUIDANCE IN HIGHER EDUCATION

Objectives: there are no identifiable common objectives since there is no statement of common philosophy. Every institution has its own. From a recent survey one can say that most of the programmes "Aim to promote the optimum achievement of students providing them with assistance services and programmes for their development." Emphasis is on remedial and assistance activities. Guidance and counselling are integrated into units of student services, student welfare or student development, along with socio-economic assistance, health, cultural activities and other services. Educational and vocational guidance go together.

### Structure and Organisation

a. Legal basis: In addition to the provisions made in the Education Bill, the Law of Universities mentions that the University Council should organise a service of vocational counselling. The University authorities are to co-ordinate such student services and provide other systems for the protection of students and to promote their well-being. It also provides for professor-advisers in every faculty or school.

b. The job description is similar to the counsellor at other levels, allowing for the age of the student and the different educational setting.

c. Qualifications are a higher degree in education for the professional personnel - some may have graduate degrees - and the level of technician for nurses, dental assistants, dietitians and some social workers. Experience with students is also required. Generally the structure and organization is the same as that for secondary schools although there are more psychologists in charge of counselling in the universities.

d. There is no formalised contact with parents at this level.

e. Some institutions have a Faculty-Adviser, who helps the student service in academic matters.

f. The service is again financed by the government through the budget.

Methods:

a. Psychological tests administered by psychologists and used on an individual basis for vocational counselling are being gradually abandoned.

b. There is always provision for information services and linkage with other levels of education.

c. There is always the intention of developing records, but very few keep these up to date.

Information:

Personal data, grades, interviews, health and vocational appraisal, extra-curricular activities.

There are work experiences schemes in combination with the academic programme - part-time employment combining theoretical study and work.

Resources:

33% of total public education budget, is spent on higher education. The proportion applied to guidance varies very much, but in any case is quite small.

It is noteworthy that in approximately ten years, all the public institutions have made some provision for student assistance; 87% in organised units which attempt some form of counselling. Ratios as to professional personnel are difficult to establish since there are no common patterns. The state of guidance programmes in higher education seems to be better than in the schools, if we take into account the coverage and provisions made in relation to the number of institutions. The same applies to personnel qualifications, innovation and modernisation of procedures.

Nonetheless, some kind of co-ordination and communication is needed among the services of the various institutions. This was started in a recent National Workshop (November 1977) and with a consultant position for student services created in the Division of Higher Education of the Ministry of Education in 1976.

RECOMMENDATIONS

Addressed to the Ministry of Education:

1. Try to evaluate present status of services.
2. Try to extend services to all schools. Provide resources.
3. Try to prepare acting counsellors for the new model of operation and the new philosophy.
4. Promote and develop more counsellor training programmes.

Addressed to the National Council of Universities and Higher Education:

1. Foster communications and unification of criteria and functions among services.
2. Promote and foster Faculty-Adviser programmes.

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